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ABSTRACT

Regional library cooperation in Ohio operates under two organizational forms, the state-funded Area Library Service Organization (ALSO) and the federally-funded multicounty cooperatives. In 1974, to aid in statewide planning and in the development of each project, the state library commissioned this study of all its multicounty cooperative projects. Through mailed questionnaires and site visits, a review was made of each cooperative and its beginnings, organizational structure, needs assessment techniques, success in meeting established objectives, and long range plans. Emerging patterns and trends were identified and recommendations made for the state library, the Ohio Library Association, the ALSO, and the multicounty agencies. (Author/SL)

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TOWARD TOMORROW'S AREA LIBRARY SERVICE

A Survey of Regional Library Cooperation in Ohio - 1974

by A. J. Goldwyn

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TOWARD TOMORROW'S

AREA LIBRARY SERVICE

A Survey of Regional Library Cooperation in Ohio: 1974

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1975

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FOREWORD

This overview of multicounty cooperation in Ohio in late 1974 could never have been completed without cooperation from librarians in every part of the State. Sincere thanks to all of them for the time and trouble and evident sincerity with which they responded to the surveyor's requests for information and opinion.

Thanks also to Project Directors or Coordinators and staff at the several project offices; to the Executive Office of the Ohio Library Association and the Ohio Library Trustees Association and to their officers, for their interest and help; and to the administration and staff of the State Library of Ohio.

Professor Genevieve Casey of Wayne State University was of great help in the original planning sessions of the survey, in participating in an early round of visits in Southern Ohio, and most especially in helping to design the questionnaire. She strongly suggested, in the course of discussing a preliminary version of this report, the compilation by project offices of more complete, more meaningful, and more comparable statistics: a recommendation to which the surveyor wholeheartedly subscribes. The other great lack which the surveyor noted, a deeper and more penetrating -- and better-documented -- assessment of human needs, is dealt with at some length in the report itself.

Regardless of, or in spite of, the help so freely given by those just mentioned, and many others including colleagues at Case Western Reserve University, mistakes of fact or opinion in this survey are those of the surveyor alone.

A. J. Goldwyn
March 1975

AN INTRODUCTION

The Ohio Library Development Plan, approved October 19, 1968 by members of the Ohio Library Association and the Ohio Library Trustees Association, has for some six years been the basis of the library development program of The State Library of Ohio. The Ohio Library Development *Plan* became the Ohio Library Development *Program* (OLDP) when legislation was approved by the General Assembly in 1969 and libraries throughout Ohio began its implementation. Throughout, OLDP statements on "Responsibilities for Library Service" have been used as guiding principles by the State Library Board. These include "Priority in the use of federal funds must be given to the implementation of this *Plan*" and "The State Library Board's responsibilities should be carried out in such a way as to encourage local initiative and foster interlibrary cooperation on the local and regional level."

Two measures of the State Library Board's commitment to the OLDP are the number and size of grants made for interlibrary cooperation, and the establishment of the following goal in *The Ohio Long Range Program for Improvement of Library Services* (1972):

> *Implementation of the Ohio Library Development Plan, including development of networks and Area Library Service Organizations.* ALSOs should be funded with State funds, and LSCA funds should be used for advancing those parts of the OLDP which focus on responsibilities for assessing needs, developing appropriate service response, and interlibrary planning and cooperation. The continued development of sound, viable multicounty cooperative library programs to prepare the way for effective ALSOs is a basic part of this program.

State Library Board grants for multicounty cooperatives and the Area Library Service Organization in the five fiscal years 1970 through 1974 totaled $1.7 million. (In FY 1970 multicounty cooperative grants totaled $72,287; in FY 1974 they totaled $664,427). If the operating expenditures for the Southeastern Ohio Regional Library Service Center were added to the five year total, the multicounty development expenditure of the Board for this period is $2.4 million.

The $2.4 million over a five-year period fills only a small portion of the gap between available resources and those needed to assure essential library services. The library development program in this period has been heavily dependent upon federal Library Services and Construction Act (LSCA) funds, and both LSCA and state aid funds have been stretched thin to finance multicounty cooperation.

Establishment of the ALSO in 1973 was made possible only by re-direction of state aid funds, a State Library Board action taken in December 1972 after public hearings and several months of study and reassessment. The revised state aid rules became effective March 31, 1973, and in April the State Library Board approved the Ohio Valley Area Libraries as Ohio's first ALSO. It began

operation with approximately one-third funding in its first months. By 1974 the ALSO was approximately half-funded.

Two forms of regional organization, the ALSO and the multicounty cooperative, resulted from a policy decision that federal funds should not be used for ALSO operations, and that ALSO development should be financed with state aid funds. This decision was based upon discussions in the 1970 Ohio State University Library Standards and Planning Workshop and the advice of the OLA/OLTA Library Development Plan Steering Committee. Important distinctions emerged between the ALSO and the multicounty cooperative in matters of scope, financing, and legal organization: state funds are provided for the ALSO, which is intended to assure a full range of essential library services, and an ALSO Board is formed by the participating libraries under Sec. 3375.70 of the Ohio Revised Code. Multicounty cooperatives, on the other hand, are funded under short-term LSCA grants, are intended to meet one or more priority needs identified by the cooperating libraries, and are adminstered by one of the participating libraries under contractual arrangements.

The multicounty cooperatives have grown rapidly in number, size, scope of services, and complexity. They have faced and solved organizational, service, and procedural problems in different ways. They survived the trauma of short-term projects, pared-down applications and cost-sharing when LSCA funds were impounded in FY 1973, and they have grown since that time.

By summer 1974 the Ohio Valley Area Libraries (OVAL) Area Library Service Organization had been in operation approximately a year, assisting the improvement of library services in an 11 county area, and libraries in 62 other counties were working together in multicounty cooperatives. The scale of this interlibrary cooperation, and plans for its further development, suggested that a brief review of the status and accomplishments of multicounty cooperation would be timely and important.

Therefore The State Library asked A. J. Goldwyn, of the School of Library Science, Case Western Reserve University, and Genevieve Casey of Wayne State University, Division of Library Science, to undertake such a review. Mr. Goldwyn was asked to complete a brief study and prepare a report that would provide information useful both for statewide planning and in the further development of each project. The report would include a review of each multi-county cooperative, and its beginnings, the organizational structure, needs assessment techniques, the extent to which it meets established objectives, and long range plans. It would identify emerging patterns and trends, and make recommendations for future cooperative development.

The survey began July 19, 1974, and most of the field work and surveying was done over the following three months. Miss Casey participated in the initial planning, selected field visits, and in critique of the final draft report. We believe this report and Mr. Goldwyn's recommendations, coupled with additional study, can serve as the basis for discussion and action which will improve library services throughout Ohio.

Joseph F. Shubert, State Librarian
March 2, 1975

I. INTRODUCTION

The period of four or five years from 1967 to 1972 was a high point in many ways for Ohio libraries. Working closely together, the State Library of Ohio (SLO), the Ohio Library Association (OLA), and the Ohio Library Trustees Association (OLTA) developed, encouraged, and supported the Survey of Ohio Libraries and State Library Services and, as it approached completion, heralded its appearance at statewide and regional meetings and conferences. By the time the Survey appeared, it had become the text for an extended round of workshops and meetings where librarians and trustees met again and again to hammer out the details of the Ohio Library Development Plan (OLDP). One of the most striking characteristics of those days -- and nights -- was their "ecumenical" nature: public, school, academic and special librarians; State Library and OLA/OLTA staff; library school faculty; out-of-state librarians who shared their own experience; legislators; authorities from such disciplines as economics and political science; and many dedicated trustees. Every section of the State was represented, the great and middle cities as well as the small towns and villages. The concept of the Area Library Service Organization (ALSO) was discussed from -- it seemed -- every perspective, and its feasibility generally agreed upon. Together, the goals of the OLDP appeared to promise a bright future for the libraries of Ohio, providing access to library and information resources for every citizen of the State through three steps:

1. establishment of ALSOs and metropolitan library systems;
2. establishment of a reference and information network to meet specialized information needs; and
3. strengthening of The State Library.

The Ohio Library Development Plan was approved by members of the Ohio Library Association and the Ohio Library Trustees Association in 1968 (revised February, 1974). A signal achievement for library development in Ohio was its approval in principle by the State legislature. Not coincidentally, Standards for the Public Libraries of Ohio were being developed at the same time by OLA (provisionally adopted 1970). They are consistently and familiarly referred to in multi-county planning.

Since the promulgation of these steps, or goals, excitement has subsided to a considerable extent. On the one hand, groups of librarians and trustees in a number of areas in the State have settled down to plan ALSOs. These groups, covering in all some three-quarters or more of the State, are referred to as Multi-County Cooperatives (MCCs). In one area of Southern Ohio, the Ohio Valley Area Libraries (OVAL) have been authorized as the first ALSO. These various activities, their problems and their promise, will be reviewed in the course of this report.

On the other hand, it is not too early to point out in this introductory section that the interest in and support for area library service development which reached a high point some years ago, particularly among librarians and trustees not now directly involved in MCC or ALSO planning, has perceptibly faded. It will be one of the recommendations of this report that attention be redirected by the State Library, the OLA, and the OLTA toward the rekindling of the statewide enthusiasm which supported the development of the Plan. Only in the Governor's Conference in early 1974 and its follow-ups was it possible to perceive that same singleness of purpose: to achieve visibility -- and viability -- for Ohio's libraries.

There is another dimension to the problem which is more subtle and therefore more difficult to deal with than the general psychological slowdowns described above, though it is a contributing cause to that malaise. That is the altered climate of public opinion, both in the "liberal" and "conservative" sectors. National and international policies and events have changed our world since the late '60's, more, perhaps, than we realize. They have changed the point of view of institutions and individuals as well. We have travelled a long way from what was acknowledged as the social responsibility of the Great Society to what the National Observerhas called the "jut-jawed populism" of revenue sharing. At the same time, the economic pressures of today and forecasts of an austere tomorrow have been working toward a focus not outward, on cooperation for the general welfare, but inward, on survival. These forces work against a Statewide, even a regional view. They must be recognized and met.

The easy altruism of ten years ago is no longer "the cause." The cause now is survival value of regional and supra-regional cooperation, and the challenge is to sell that value on the State level. Probably the single most important recommendation in this report is B4, below:

> Trustees must work with their State legislators for funding of existing or improved legislation in support of ongoing and future cooperative activities.

During a period of about six weeks in 1974, the surveyor drove some 4,000 miles around Ohio, visiting libraries, attending meetings of librarians and trustees, seeing at first hand the vast difference in library support across the State. From Fort Recovery to East Liverpool, from Sandusky to Cincinnati, the contrasts were remarkable. Yet everywhere there was real professional dedication to librarianship, and a common belief in the importance and the future of libraries. Always evident was the striking variety of the land: rich flat farmlands, rolling hills, great stretches of State forest (removed from the tax rolls!), urban and exurban sprawl.

When not travelling or visiting libraries, the surveyor was accumulating large quantities of files (through the cooperation of State Library staff) and correspondence, from libraries in each of the area engaged in cooperative activities. Also referred to below are notes of a number of telephone interviews and of meetings with the Project Directors, singly or in groups.

In spite of the bulk of information collected, many or most of the conclusions which a brief survey of a widespread activity can support are necessarily subjective, and the recommendations which accompany this report are chiefly directed toward further, more detailed study.

Regional cooperation in Ohio is important. It is rich in promise. A great deal has been achieved. A great deal remains to be done. Probably the most positive and heartening aspect of the activity observed in the course of this study is the real determination by Ohio librarians and trustees now involved to see that it is done, and done well.

The following multi-county activities were reviewed:

Central Ohio Interlibrary Network (COIN)
Lorain-Medina (L-M) or PROJECT INFO
Miami Valley Library Organization (MILO)
Mideastern Ohio Library Organization (MOLO)
Northeastern Ohio Library Association (NOLA)
Northwestern Library District (NORWELD)
Southwestern Ohio Rural Libraries Council (SWORL)
Western Ohio Regional Library Development System (WORLDS)

In addition, the Ohio Valley Area Libraries (OVAL), as the first ALSO authorized, was included. Time and other outside constraints prevented visits to Southeastern Ohio Library Organization (SOLO), the largest area of the State still essentially unorganized. Some comment on SOLO, however, based on data available, will be found below.

A questionnaire (see Appendix) was mailed to every participating public library. Responses were good, considering the rather limited amount of time, and the fact that vacation periods were involved.

An earlier report commissioned by The State Library of Ohio was criticized on the same latter point, but its general conclusions remain useful and interesting, though now out-of-date. Michael W. Spicer, A Comparative Analysis of Five Regional Reference and Networks (Cols. 1972). The present surveyor would quote the following (p.13) in support of the remarks in the foreword and elsewhere in the present report: " the author has concluded that . . . cost per transaction figures calculated were not sufficiantly comparable among networks to publish or use . . . "

MCC/ALSO	% RESPONSE*
COIN	85%
INFO	66
MILO	57
MOLO	75
NOLA	75
NORWELD	60
OVAL	58
SWORL	75
WORLDS	50

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* In most cases, there have been changes in the total number of participating libraries used to calculate the percentages in this table, since most of the MCCs have added members since mid-1974. Raw figures appear in the separate MCC sections.

II. REGIONAL ACTIVITIES

A. COIN

The Central Ohio Interlibrary Network (COIN) consists of a majority of the libraries in an eight-county area of north-central Ohio. The largest city is Mansfield, which is roughly central to the area and which has taken a leadership role in organizing multi-county activity. Although industrial development is scattered throughout the area (as much industry exists in the eight counties, it is said, as in the Akron area), much of COIN (about half) remains rural. Only four of the 13 member libraries at the time of the first LSCA proposal (1971) had operating budgets over the Standards minimum; five had book collections below the minimum. Fifteen of the 19 public libraries in the area belong to COIN.

COIN appears to be (as close as any of the presently formed groups) a "natural marketing and trading area," with the exception of Wayne County (Wooster). Wooster is probably oriented more toward Cleveland and Akron than toward Mansfield, a fact which is partially reflected in the State Planning District to which Wayne County is assigned. Whether in the long run a decision (either by the libraries of Wayne County or by gubernatorial fiat) to cut Wayne County out of COIN would seriously weaken the MCC is hard to predict. Wooster is an especially strong area library, and the librarians in both Wooster and Orrville are cooperative, both active on COIN committees. They would undoubtedly be missed. Except for Lorain/Medina, this was the only MCC area where the question of redistricting was more than casually discussed in the presence of the surveyor, even in response to his questions.

The grouping of counties as it now exists dates back to early 1970, when librarians and trustees met to discuss cooperation. A proposal grew from that meeting resulting in the first LSCA grant. (Earlier cooperative effort had actually begun in 1968 with a large print project, which is still affectionately referred to by member libraries. One respondent, in fact -- who did not sign the questionnaire -- named only the large print project as a useful cooperative service.) Mansfield continues its role as administering library; its leadership, helpful from the beginning, appears to be beneficent. With the exception of one county, as indicated above, Mansfield seems to serve well as a center. The strongest complaint was a mild one -- from a far corner of the area, sixty miles away: "... but someone has to be on the fringe area," the librarian bravely reports.

There is considerable "citizen (meaning librarians and trustees) involvement" in COIN. There are committees on every aspect of ALSO and project planning. Their reports are reviewed and refined by the Steering Committee and then by the Draft Committee. A set of bylaws for ALSO activities has been drafted.

The question of organizational meetings is a troublesome one, which will be referred to again. Perhaps more frequent than any other complaint by librarians about MCC activities has been the comment that meetings - often distant, inevitably time-consuming - are a real burden, especially on the small libraries where, in some cases, there are no full-time employees. Yet posed against this problem is the need for participation in planning and decision-making. It is a common topic throughout the State, and one which echoes in every MCC review. It is serious enough to merit careful discussion by Project Directors and consultants.

Trustees seem to be adequately involved at the higher levels, at least (e.g., the Steering Committee); there is in general, however, a consensus among respondents that trustee workshops or meetings are probably not to be recommended, and that most trustees are indifferent to MCC activities as long as such activities are reported as having improved service at little or no cost. (One library reported its trustees as "calmly enthusiastic," too subtle a characterization to tabulate.) Job or family commitments, of course, militate against further trustee involvement. Only one of the 12 librarians answering the surveyor's questionnaire felt strongly that trustee meetings would be useful -- "because I'm not sure they know exactly how or why COIN operates." This may (or may not) be true of some of the "indifferent" trustees in other libraries as well -- and, of course, it may suggest that the librarian should schedule time on the agenda or prepare materials for the board. Another subject for further study.

Rapport between the administering library and project personnel is good. The Project Director came in late -- well after the original project was funded. This was a serious handicap which she, the administering library, and the participating librarians have battled with patience and fortitude. There is general agreement that the wheels are moving smoothly. She received much praise from the member librarians.

There is agreement also among them that the MCC should have separate quarters outside the adminstering library. Such accommodations are included in future plans, as also is enlarged staff in order both to broaden consultation competence available and, presumably, to increase contact between the headquarter's office and the member libraries.

An original survey made by Dr. Dorothy Sinclair is frequently referred to in project planning. A more recent "Evaluation of Needs" was made by a committee in preparation for 1975 ALSO proposal writing. Fifteen hundred questionnaires were returned, of some 4600 distributed to the public, to librarians and trustees. Not clear from the final report was the extent to which non-users were contacted or what age groups responded, if such characteristics were known.

The original objectives of the program were (1) to improve reference services to library users in the eight-county area, (2) to provide an in-depth survey of participating libraries as a step for future planning; and (3) to demonstrate the potential benefits to be gained through cooperation under the Library Development Act.

During the first year, the survey was completed. Some start was made toward improving reference service, and a good working relationship was established among the libraries. In-service training programs were held, which were evaluated variously: attendance at Marion and Mansfield was poor, for example, but three of the libraries felt that they had some value especially for inexperienced personnel. There was similar division of opinion regarding a National Library Week display at a shopping center. Like most such displays, it seems to have been useful mainly to give the librarians the feeling of achieving something tangible.

During the first year, there were serious problems due first to the lack of a permanent Project Director, as indicated, and then to the lack of complete funding. A good deal of credit should go to all concerned for surviving these difficulties. Major effort now is directed toward long-term planning, with year-by-year phasing-in of increased staffing and services. The multi-year outline is a praiseworthy discipline.

The relationship in terms of productivity, between the amount of time spent on preparing proposals for next year, or the next several years, on the one hand, and maximizing present services, on the other, is a troubling one here as for all MCC directors.

More especially relevant to the COIN activities is the decision to build up specialized collections at four "resource centers" (Mansfield, Marion, Mt. Vernon, and Wayne County/Wooster).* It would seem to be time to analyze the practicability of developing four resource centers in COIN, rather than building up one, or going out of the area to a larger, already-established center. Does independence, in this mode, pay off? It may or may not be significant that the resource centers, although referred to from time to time in plans and projections, seem to function in such references as substations or geographically convenient loci, rather than as sites of specific subject richness. This survey yielded a number of references to the enhanced specialities -- some general, as to "books purchased with COIN funds," or that "large, unusual books" should be purchased for the resource centers. More specific was the damaging comment that books in their specialization

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* The problem of encumbering -- and spending -- funds within a strictly limited period of time to develop specialities has caused some trouble. But that problem has emerged in other LSCA projects, and should be addressed separately.

were held (evidently as "reference") by the resource centers, which meant a trip by an interested patron or else no help at all. Most positive was one comment: "At least there is a great potential for improved service in this arrangement; we realize we have a long way to go." Again, an important subject for study or restudy, in spite of the fact that the status quo seems to have been accepted by all, and is scarcely referred to in the generally praiseworthy five-year plan for an ALSO.

The respondents generally appreciated the availability of reference service by phone, the inservice programs (even though all were not well attended), and the value of working together. They generally criticized the time for planning and for meeting. PR started badly, has improved, but not enough. If it is hard to identify new users, there seem to be some. "All users seem almost pathetically grateful..."

B. NORWELD

NORWELD cuts a wide swath across the Northwestern half of the State. Like WORLDS south of its western part, NORWELD "has more history" than perhaps many Ohioans realize: forts and canals, echoes of distant wars. Generally flat, much of it farmland, bordering both Indiana and Michigan, NORWELD tends naturally to focus on Toledo as its metropolitan center. The sameness suggested by its level horizons is deceiving: per capita income of the counties participating in NORWELD ranges from $1.65 to $8.21. Thirty-three of the 40 member libraries (in 1973) had a smaller service population than that recommended in the OLA Standards; 27 had smaller budgets, and 13 had "insufficient" books.*

NORWELD as an MCC has had a tough history. The surveyor could comment: "tougher than most," but as one reads, that comparison might appear to be susceptible to challenge.

A number of rural libraries in five northwestern Ohio counties (The Northwest 5) which had been cooperating together for some time in various ways had by 1972 come to the point of authorizing a survey and a series of workshops. Motivation for this action would seem to have come partly from the desire to work toward an ALSO and partly (to a not clearly specifiable degree) from the fact of the closing of the State Library Center in Napoleon. (In this period, book collection grants were used for the purchase of reference materials.) Many problems were encountered in the preparation of the survey which, when it appeared, presented a picture of the libraries of the five counties that was fuller and more complete than any available for most of the other counties of the State. But the timing of the survey was unfortunate: even as it was being authorized, events in the larger northwest portion of the State were rendering it in some sense obsolete. By the time it appeared, the Northwest Five was no longer an independent MCC.

Eight counties to the east of Northwest-5 had been working together since 1970. With a considerably higher average per capita income than the Northwest-5, they had from the beginning involved the Toledo Public Library as resource library -- which, in fact, started as the administering library. Western Erie Library Development -- WELD -- began a vigorous and statistically impressive interlibrary loan activity.

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* No comment will be directed in this survey to the question of what percentage of the "available" intangibles income has been allotted to libraries in each county, or how it is divided between them. There is, of course, an adjustment in formula to compensate in some sense for this disparity. There is obviously a hardship on community libraries under this system, however: Paulding County, for example, receives 100% and for that amount ($1.65 per capita) must share its librarian with Pemberville, a town in Wood county ($8.21 per capita, also 100%). The latest estimate available of the population of Paulding County was 19,329; that of Pemberville was 1,301. Pemberville spends almost 25% more on salaries and materials than Paulding County as a whole can do.

In the fall of 1973, librarians of all 13 northwestern counties from Erie and Huron to Williams, Defiance, and Paulding were invited to several organizational meetings, in the course of which Northwestern Library District (NORWELD) was conceived and project guidelines prepared. Eleven counties are presently participating Williams and Lucas, for different reasons, having dropped out. In the latter case, Toledo (Lucas County), being the resource library, could not also be administering library. (Problems of metropolitan library organization, etc., also complicated the issue.)

There seems to be no general complaint among the participating librarians about the present rather awkward administrative arrangement: Perrysburg administers; Bowling Green houses the HQ; Toledo, the resource library, is isolated off to the north. Common sense would point out, however, that time, postage, mileage, and telephone charges, not to mention energy and good spirits, are dissipated in an arrangement like this. And some variation of this comment could be made about several of the other MCC administrative setups.

Responses to the questionnaire phone calls and visits elicited responses from some 60%* of the area libraries, not all participants.

The main programs of NORWELD's first year were the reference and ILL arrangement with Toledo, in-service training workshops, and an 8mm film circuit. Most of the respondents mentioned the last: a desk assistant at one library where the surveyor dropped in unannounced was typically enthusiastic, saying that teen-agers (to whom the media are forbidden) were luring their parents to the library in order to check out the films. (Not all of the respondents were so enthusiastic, but even those who were neutral or negative acknowledged that the service was new and underpublicized.)

There was general agreement too that the reference and photocopy service from Toledo was good:

> A patron tried to get a specific piece of information needed for his business from the respective (government) agencies in Toledo, Defiance, Columbus, Washington, D.C. He called us as a last resort and presto, we were able to secure the needed information through NORWELD. Needless to say, he is now a staunch supporter of our library and services. We have had many such experiences.

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* Counting Pemberville and Paulding as 2, 16 of 27 libraries responded. There are now 36 libraries in NORWELD.

It is important to point out that in towns near an out-of-county resource library, out-of-county charges levied by the latter have encouraged residents to use their local point of access. This was pointed out more than once. For the purposes of this survey, such a situation means that some libraries have joined NORWELD only to oblige such patrons; whether similar situations obtain elsewhere has not surfaced.

Probably the main problem facing NORWELD, in addition to the awkward administrative setup noted, is its size. Present management is the responsibility of the Project Director and a clerk -- not, it would seem, a large enough staff to cover 36 libraries in 12 counties.

C. INFO

The smallest in area of the MCCs, INFO consists of two counties with nine main and nine branch libraries. Lorain and Medina Counties together, however, rank fourth in population among the presently formed cooperative groups. INFO is unique both in its configuration of only two counties and in its geographical location, tucked in as it were between the very large NORWELD to the west, COIN to the south, and the non-participating large urban areas of Cuyahoga and Summit Counties to the east. Cleveland and Akron in the latter two counties exercise a certain gravitational pull in terms of culture, economics and employment on the communities of Lorain and Medina Counties. Still, such cities and towns as Lorain, Elyria, Medina, Oberlin, etc. retain an independent outlook and have looked to each other rather than to the east for help.

Cooperative activities have existed in the two counties since 1953, when the Lorain County Librarians' Association was formed, joined in 1970 by libraries of Medina County and in 1973 by Lorain County Community College (LCCC).* Six of the 9 participating libraries responded to the questionnaire, all affirmatively.

> In the fourteen years which I have worked at this library it seems as if we have progressed from the status quo of the depression era into an age of boundless information available to us right here in (our little town).

Priorities since LSCA funding began have included, most importantly, reference service, delivery and extension, and staff development. Reference service has been interpreted as building local reference collections, and some progress has been made (a 6.4% increase) toward meeting OLA standards. An attempt to facilitate interlibrary loan through establishing and maintaining a Union Catalog of non-fiction titles in Lorain has shown title duplication of some 30.5%. Whether in view of TWXIL, SLOMAC and OCLC, still another finding tool is necessary is a question that needs further investigation. It must be noted, however, that several respondents mentioned and praised the service. A telephone referral service has been a clear gain.

Delivery service, however, has been a problem in the area. A certain amount of INFO money has gone to subsidize private (librarians') travel for pickup and delivery of materials, but this has not been particularly successful. Staff (in small libraries, especially) are not anxious to take the time for long runs. One of the respondents suggested that a commercial

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* LCCC is a helpful participant in multi-county activities but is not officially a member of INFO. Oberlin College is not involved at all.

delivery service should be contracted for: the surveyor would agree at least that its feasibility should be explored.

There has been a good deal of workshop activity, mainly in reference books. They not only have helped staff to become familiar with new reference materials, but have helped personnel from the various libraries to get to know each other, "so that they would feel more comfortable in calling on other member libraries for reference assistance and interlibrary loans."* The apparently trivial but basically important "bonus" of much interlibrary activity - librarians getting to know each other - is one that cannot be overpraised. Particularly in a State where the percentage of "trained" librarians is low -- and where is it not? -- the psychological support gained from association on professional matters is of immense value to many people working in libraries and, through them, to the users.

An interesting development in project emphasis (beginning, to some extent, at a meeting which the surveyor attended) is a new concentration on service to the aged. A program has been developed in cooperation with the Senior Citizens Association of Lorain County, Inc. which will make a Senior Citizens Librarian (half time) and a Senior Citizens Assistant (full time) part of the INFO staff.

In another expansion of present programs, a part-time audiovisual librarian is scheduled to assist in a planned audiovisual program, purchase and circulation of 8mm and 16mm films, implementation of audiovisual workshops, etc.

The relatively small size of the project area and the consequently (relatively) neighborly character of the environment has to some extent compensated for the fact that the Project Director devotes only part of his time (60% - 24 hrs.) to the project. A respondent points out that "project staff can feel pressures resulting from 'wearing two hats'." And when part-time project staff are also employed by the administering library, such pressures are naturally increased.

It is hard to make any recommendations as to a change in MCC area format based on the observations made in the first paragraph of this section and in the paragraph immediately above. The operation is small but neat and evidently forward-looking. Reference capabilities would undoubtedly be enhanced by a contract with Cleveland or Akron (and improvement of delivery facilities). It is not the thought of the surveyor that even if

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* from a project description, 1974.

regulatory restriction were amended, Lorain and Medina counties would be "better off" joined to either Cuyahoga or Summit,* in an ALSO arrangement. The subject is, in any case, a matter of major concern to area trustees and needs a firm resolution by the State Board as soon as circumstances permit.

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* The most recent planning districts split Lorain and Medina this way.

D. SWORL

The Southwestern Ohio Rural Libraries have a long and productive history of cooperative library activity to support their present projects. Under the leadership of Doris Wood of Clermont County Public Library, the organization was founded in 1962. At present there are 18 members in the group, of which three college libraries, a high school library, and the State Library Bookmobile are associate members who do not participate in funding. A state institution is a participating member. Seven counties are represented. Western orientation of the area is balanced between Dayton and Cincinnati; there is no metropolitan pull to the east, or to the north except, perhaps, somewhat remotely toward Columbus. The general area is rural, with increasing urbanization only in the two western counties (between Dayton and Cincinnati) which together account for almost 60% of SWORL population. The per capita income ranges from $0.82 in Adams County to $4.54 in Clinton County. The average in the seven counties would seem to be about $2.43, only 50% of the $5.03 state average and far below the $7.00 expenditure recommended in the latest OLA Standards.

The area, despite the economic disparity hinted at above, seems to be homogeneous and to represent a natural grouping. This evidently congenial arrangement is undoubtedly partly due to the careful groundwork referred to in the first sentence or two of this section; certainly it has been reenforced by successful project management under LSCA funding. One would expect a tension between the relatively urbanized western counties and the Appalachian region to the east (Adams County has no cities at all). This seems not to be the case. From a library with a f.t.e. staff of 2:

> I do not have anything but praise for our SWORL cooperative. We are a library in Appalachia. All of the programs promoted by SWORL have been of great service to our library patrons .... Without multi-county cooperation the small libraries would not be able to give the service they are giving today. The time is past when the small library can make it alone.

One of the first projects completed under federal funding was a survey (1970) by Donald Wright of Evanston, Illinois. Running to some 50 pages, it consists mainly of a rather detailed description of the individual libraries in the seven counties: it "provided the loosely organized libraries (as they were in 1969) with a framework upon

which to build their foundation .....Interestingly enough, the individual libraries that were critized the most in this survey, did the most to improve."* Now five or more years old, the survey needs to be updated and a critical look taken at such activities as the Adams-Brown Counties State operation, the proliferation of systems in Warren County, etc. The Project Director specifically recommended a study of media needs (a topic which needs to be studied, in fact, in most all of the MCCs).

Documentation for SWORL is probably more complete than that for any other cooperative. It should be noted with approval that there are references to regional planning studies in the special project grant application, although here as elsewhere these references could be multiplied and made more explicit.

The present program includes a telephone information "hotline" from the Cincinnati Public Library set up with a UPS delivery service; in-service training programs and workshops; book grants to improve library book collections; centralized processing at The State Library Catalog Center for all books purchased by the SWORL libraries; travelling collections on special subjects such as antiques, crafts, interior decorating, cassette tapes and framed art prints; demonstration book rental grants for four public libraries; public relations materials; and a SWORL office and staff. There have been special children's summer programs as well.

Particularly noteworthy in this operation is the evidently successful cooperative arrangement with Cincinnati. It is taken seriously by resource library staff, not only in the manning of the "hotline" but in their personal attendance at SWORL Advisory Council and other meetings. The surveyor was impressed by this latter fact since such visits seem to be carried out not with any intention of "snooping" or attempting to manage MCC policy, but rather in a spirit of friendly cooperation and a desire to learn more about the real needs and problems of the field. Any reservations on the part of the resource library seem to derive from a concern about the ever-increasing costs of the operation. Certainly both contracting parties (the resource library staff and the SWORL staff) are aware of the problem which can be addressed, if never finally "solved," only by unremitting review and perhaps.Statewide formalization or standardization of such procedures as suggested elsewhere in this report.

Equally impressive has been the series of workshops in which, again, Cincinnati staff has been very helpful. Instruction has been supported by the production of bibliographies and other material: the presentations could well travel around the State for the benefit of other MCCs, if appropriate compensation for time and service could be made to Cincinnati.

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* from a respondent

Because cooperation with other types of libraries is further developed in SWORL than in most other MCCs, a word or two more about this aspect of activity there is in order. A high school librarian:

> In the profession we talk much about the importance of cooperation among different types of libraries. Membership in an organization like SWORL is the ideal way to achieve this end.

From the librarian of a small private college:

> With regard to my personal, professional growth I feel this dynamic group of public librarians has uplifted my spirit so many times. Their enthusiasm to constantly better library service is commendable. It has been a pleasure to associate with them ...(Various workshops) are typical of the types of ongoing and in-service training sessions we librarians are glad to attend.

These examples have been selected from several "testimonials" from respondents because they indicate the potential of this kind of cooperation and can stand in that sense as a model for other MCCs.

A great deal of the credit for the successful aspects of this operation, including the clear enthusiasm of the respondents (9 of the 12 public libraries responded, plus three of the associate members), obviously is due to the Project Director, who has resigned to leave the State, but has laid the groundwork well.

E. MILO

The Miami Valley Library Organization (MILO) consists of 15 public libraries in 7 counties, generally clustered around Dayton as their metropolitan center (and resource library).

Cooperation in its present form between the participating libraries began in early 1970 with a meeting followed by a "survey," a questionnaire sheet which indicated general weakness in reference materials, particularly in such areas as business, industry, government, and professional and technical subjects. Back files of periodicals, for example, were meager. Following this inventory, a loose organization called MILO was formed. It has since, with LSCA funding, taken a firmer and more permanent shape, aimed still at "sharing of book and information resources."

Demographic information in the MILO files is relatively light. The extent to which area libraries meet, or fail to meet, OLA standards is not immediately clear.

The surveyor notes in the Ohio Directory of Libraries that there is a range in county p.c. intangible support from $1.93 in Preble County to $5.42 in Miami County, a considerable spread. The area is represented as being 40% urban, 30% suburban and 30% rural: these figures presumably do not include the area covered by Dayton and Montgomery County Library, not a part of the MCC (it is the resource library). Other characteristics of the area do not emerge.

There was a fairly good response to the surveyor's questionnaire, 8 of the 14 participating libraries responding. Respondents were generally positive: one dramatic example came from a little village (pop. 600) "which is a great participant of MILO":

> A local farmer came into this library one evening and requested books (4 titles) on goat breeding. Request was sent to MILO. Dayton and Montgomery County Public Library was able to furnish two books. TWXIL was used and found that Cleveland Public Library had the other titles (which were) sent to the small library. Needless to say, the patron was well pleased and being able to use books from Cleveland Public Library was quite an event.

This anecdote certainly stands as a tribute to what multi-county cooperation and the State Plan are all about.

The goals of MILO include improved reference and interlibrary loan service through a contract with the Dayton and Montgomery County Public Library,* the improvement of book collections in areas of reference and circulating non-fiction by the granting of book funds to each member

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* Reference question assistance, photocopy service, and interlibrary loan. It specifies tie-in with SLOMAC and TWXIL.

library; the encouragement of staff development with a majority of MILO libraries participating in workshops during the year,* and the improvement of public relations for member libraries.

Unique aspects of the current proposal include "stabilized project costs in the face of increasing inflation" and "increased workload." These latter goals are indeed praiseworthy in their clear implication of increased productivity for cooperative activities, and are worthy of emulation by other MCCs. Their implementation is expressed in specific terms:

1. To increase ... ILL to 260 books per month

2. To increase ... requests to 490 per month

3. To maintain cost per transaction to under $8.50 and direct labor cost per transaction to under $3.50

4. To maintain ... quality ... by filling or partially filling 75% of all information requests received

5. To maintain a short turnaround time by replying to 50% of all MILO requests within 24 hours ....**

MILO Advisory Council and the Project Director should be commended for laying out such explicit goals.

Although the activities in MILO have expanded somewhat (the PR feature is a new one) it is, in general, a compact and workmanlike program. There is no feeling of dynamic growth or thrust, but this is not necessarily a criticism. It seems to be the general, agreed-upon purpose -- confirmed by respondents as well as by interview with one of the participating librarians -- to do small things well.

In part, this characteristic of the project is due to the fact that the Project Director's job consists mainly (75-80%) of "serving as resource and reference specialist for information and materials requests from MILO libraries. The duties include reference work, materials searches and supervision of the full time clerical assistant." The other 20-25% of his time would seem to provide a minimum of opportunity for the kind of supportive visits and developmental activity

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* One workshop, in an interesting way, is being co-sponsored with SWORL.

** All of these are fact revisions of the goals of earlier proposals.

to which other Project Directors devote most of their time. As an extreme contrast, allocation of the Project Director's time in another project was described as follows:*

Planning and coordinating meetings and workshops	9
Consultation	31
Contract negotiation and evaluation	2
Evaluations, reports, newsletters, book lists etc.	15
Studying community needs for MCC development	5
"Current awareness" of methods and techniques in literature	5
Attending workshops, planning sessions and other professional meetings	20
Selecting library materials	9
Other	4

Obligations of the Project Director in MILO to the reference and information service -- floor duty, as it were, would seem to limit his perspective and horizons, whatever the reach of his imagination.

Another circumscribing factor is evidently the general tone of the project, set by its leaders. It is practical and conservative and characterized to a surprising extent by caution. There are exceptions: the librarian of one of the larger participating libraries proposes a "plan for something bigger, not just more of the same, good as that has been." Other librarians suggest the development of programs for the aged, the homebound, and young teens. But one gets the feeling from correspondence, interview and questionnaire responses that the general pace is a carefully measured one. There has been a voiced unwillingness to duplicate the mistakes of others. It is hoped that some of the recommendations for better dissemination of information

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* Abridged

about MCC experience contained in this report may prove to be of use in addressing that concern. It is hoped too that a more probing definition of needs in MILO, an implied recommendation in the third and fourth paragraphs of this section, may help to stimulate an outreach stream in the program and to alter what seems at an admittedly quick glance to be a dedication to the status quo.

F. WORLDS

The Western Ohio Regional Library Development (WORLDS) area began its existence as an LSCA MCC in 1972, with a survey conducted by the librarians of its Advisory Council. The survey as completed presents a good physical picture of the (then) 14 member libraries in eight counties. The area, of which Lima is the natural center, and with Sidney, the only urban development, is largely rural and agricultural. With 9 percent of the area of the State, the 21 libraries of the WORLDS counties receive 2.3 percent of all the State's intangibles. As in most of the other MCCs, there is a considerable range in county library income: from $2.09 in Putnam County to the north, to $4.96 in Lima's Allen County. All are well below the OLA Standard.

The survey is an exceptionally complete one in the terms described. There is no real characterization of the population: "rural" can mean many things, as a drive through the countryside or a visit to Rockford or Fort Recovery will attest. A false kind of homogeneity appears in the descriptive passages of the survey which does not encourage outreach -- or reaching out -- to the non-user. Perhaps the fact that it was a self-study may have skewed responses.

WORLDS is a pleasant, rolling country. Surprisingly, it contains the highest point in Ohio as well as a monument to the first concrete pavement in America. There is a large recreational area around Grand Lake (Lake Saint Marys). Otherwise the region is generally unremarkable: "more pleasant -- or at least more bucolic -- surroundings, but," as the Survey remarks, "...more difficult to secure tax support for public institutions, including library service." Probably irrelevant but nevertheless striking are a number of enormous churches which appear from time to time along the highways and backroads, especially in the western section. Surrounded by only a few houses and a store or a gas station, they are like the provincial cathedrals of Europe.

Lima is about equally distant from Dayton, to the south, and Toledo, to the north. The project office is in a building next door to the Lima Public Library, which serves as resource library to WORLDS. Administering library is Auglaize County (Wapakoneta).

In its third year of federal financing, WORLDS goals have been modest but have evidently seen achievement. Features have been workshops and book grants; in April, 1974, a contract with Lima began a reference, ILL and photocopy service. Future plans include microfilming (at Lima) of a basic periodical collection, the establishment of an 8mm film circuit, and the production of some public relations materials.

According to respondents (8 of the 14 member libraries responded), the workshops were successful -- although one need not have been a member to attend. Still, as one librarian commented, they were especially useful for non-professionals (no one in her library is full time) who had no idea how to use reference materials either already on hand or purchased through the book grants.

The book grants are variously appreciated, depending, one would suppose, on the previous state of the individual collection. One leader in the project felt that the book grants have been what has held the membership together. This may have been a somewhat exaggerated statement, according to responses to the surveyor's questionnaire and to individual interviews with five of the member librarians, as well as observation of a planning session. But it is no doubt a factor to be reckoned with, particularly in view of the need to justify cash contributions to participating boards.

In this connection, it is still too early to say what the effect of the reference service to Lima --ABC*-- will be. Response after a few months was still mixed: two small libraries were still "in the habit" of going directly to the State Library; another instanced the reference service as having had "little or no effect on service to users"; others were more enthusiastic. It may well be that the use of the ABC service depends more on the member librarians and their staffs, at least at first, than on the public itself. There would seem to be a major challenge to the Project Director, if that is the case, to stimulate a constant awareness of ABC and a common belief in its usefulness. Consultation with other Project Directors on the history and development of other reference hotlines would be of use.

On the other hand, it is possible that as patronage develops, it might be well to consider the use of a larger metropolitan library as a backup for the present resource library. Certainly the librarian there is interested and cooperative, having served as administering librarian during the painful organization and reorganization period which WORLDS went through before appointment of its present director. If the resource library -- the largest and best-stacked library in the area with the largest professional staff -- needs backup of the sort indicated above, such a change should be arranged.

The Project Director is a competent and serious person who suffered a good deal in the early period of her responsibility from the lack of continuity in management already alluded to. She seems now to have worked out her goals and to be moving along to achieve them. Respondents were satisfied, or more than satisfied, with the Project Director: "One could not ask for anything better."

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* ABC = Answers to questions, Books, Copies of articles

Still there are rumblings of discontent on the one hand and a certain apathy on the other. A couple of librarians from larger area libraries expressed dissatisfaction with various rules and regulations; some of the explicit criticism, when pursued by the surveyor, turned out to have been based on hearsay. Two other respondents felt that the project should run directly from the State level; it is felt that this comment, in view of the above, is not a criticism of the project office but rather the result of a long period of change and confusion, not to say bickering. It is recommended that liaison with the State Library be vigorously reenforced in this area, in order to support the sincere dedication of the Project Director and the praiseworthy goals of WORLDS.

This is a challenge as well to the Board of Trustees of WORLDS. Expressed in a response from a perceptive librarian was the concern that trustees are worried about intangibles income, in a cooperative arrangement, crossing county lines, so to speak. Responding librarians in WORLDS are not much more anxious to "volunteer" trustees to special meetings or workshops than those in other parts of the State --"supportive but non-active," "meetings? yes, if you can get them to attend" -- but one, at least, was strongly in favor of a workshop or meeting: "absolutely." OLA and OLTA would seem to have a role here. The WORLDS Board of Trustees could be the catalyst.

Discussion of WORLDS should not end without a reference to the enthusiastic participation of the librarian from an area State institution. This kind of cooperation, as in Lebanon (SWORL), shows that it can work. Opportunities in multi-county activities should be presented to the Advisory Committee for Institutional Library Services, and -- to the extent feasible -- the availability of federal supportive funds investigated.

G. NOLA

The Northeastern Ohio Library Association (NOLA) is a vigorous, active and forward-looking MCC. With a recent change in administration at one of the larger area libraries, it is expected that it will include all of the eligible regional membership and move even further ahead.

NOLA is not without its problems, however, and it is appropriate to indicate some of them while describing its size and shape. As its name indicates, NOLA consists of five counties in the northeastern corner of the State, with Youngstown as its urban center (and resource library). The project office is located in Niles, near but in a separate building from the administering library. The counties are strung along a north-south axis from Columbiana, bordering West Virginia, to Ashtabula on Lake Erie, and include as a northwestern appendage Geauga County. Orientation within the area exhibits a tension, as relates to metropolitan tug: East Liverpool is as close to Pittsburgh as to Youngstown; Ashtabula relates east to Erie as much as it does south*; Burton and Chardon, in Geauga County, are, in many ways, Cleveland suburbs.

The problems arising from this lack of physical compactness are met, to some degree, by the scheduling of duplicate workshops, etc. But there remains a lack of regional thinking. A user in Lisbon, after all, might go shopping in Canton and not even know where Chardon is. Like the very large cooperative areas (NORWELD and OVAL) and the very small one (INFO), area rethinking is a serious challenge. It may be that bringing other counties (e.g., Erie, Portage) into multicounty activity will offer a solution.

The area is interesting, having been settled for many years. Warren-Niles-Youngstown is highly industrialized, exhibiting both metropolitan sophistication and urban and exurban blight. Lordstown most conspicuouly has brought much mobile-home development. There is a great deal of scattered cheap or run-down housing in several of the counties, some of it clustered near Mosquito Creek Reservoir and Pymatuning. At the same time there are sizeable middle-class neighborhoods in Warren, Youngstown, Ashtabula, etc., and a number of attractive small towns in the region. (Little of this variety was studied in a 1972 survey of library facilities and resources made by Mrs. Katherine Preston;** this, however, seems not to have been her assignment.)

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* with a strong pull west to Cleveland, due to I-90.

** Referred to, oddly enough, in an official NOLA communication, as Mrs. Prescott. More to the point, a newly-commissioned study by A. Robert Rogers of Kent may help.

It should be noted that the urban disadvantaged population "target" of Project YO-MA-CO-CO in Youngstown has not been acknowledged in NOLA's goals. The surveyor would wonder whether the resource library's own nonusers are automatically excluded from MCC attention: the question is not directed only to NOLA, one hastens to add.

There are other minority groups in NOLA, which, like the migrants in NORWELD, are not formally recognized in NOLA plans and programs: the Amish and Mennonite families, for example, long served by a Warren bookmobile; and isolated rural black communities in the northern counties.

These aspects aside, one would return to a more positive view. As stated, NOLA seems to be efficiently operated by its Project Director from a base established by her predecessor. In contrast to the situation in WORLDS, that transition was evidently a smooth one. The present Director is a former employee of the resource library, is well acquainted with its facilities and with the area, and has a good grasp on forward planning and an appropriately aggressive attitude toward insitutional glacialism.

The last remark should not be interpreted as directly critical of the resource library which -- although it has its reservations -- is generally supportive of NOLA: "We are proud of our NOLA and the cooperative spirit which has evolved since its inception." There is, however, a strong and clearly-voiced feeling that the resource library is not being adequately reimbursed for its services. It may be that the Project Director is at something of a disadvantage in her position as a former employee. Suggestions elsewhere in this report are repeated here: a standardized and arbitrated format for negotiations, a strong role by administering library and Advisory Council, and a Statewide exchange of experience among Project Directors -- among resource librarians, as well!

Eighteen of the (then) 24 libraries in NOLA responded. Their enthusiasm showed. There were favorable comments on the "frequent visits" of the Project Director and no suggestions for organizational change. In a number of small community libraries an increase in use was reported; in others, increased satisfaction by regular users.

The main activity streams in NOLA have been a reference "hotline" to Youngstown, book grants for reference materials, and workshops. In addition, some public relations activities have been funded. One aspect of the last-named activity is the labelling of NOLA-purchased books in some member libraries: the significance of this expenditure of time and money is not quite clear to the surveyor (or to the user). Bookbags and newsletters are perhaps more obviously useful, as would be a more vigorous promotion of "hotline" resources.

In NOLA, as in some other MCCs, there are participating librarians who still use the old dependable routes directly to the State Library. Recommendations elsewhere in this report are addressed to that point. It might be noted that those who made these comments were generally on the fringes of the spread-out NOLA area. Other librarians -- the majority -- had such comments as:

> Improved reference service with dispatch is greatly appreciated, by all our users old and new.
>
> ILL service has provided my users with a larger resource collection than I could ever give them. Youngstown has been marvelous in their service as our resource center.... We have added many, many new users and more and more repeaters....

Large-print promotion is in the works, and it is the expressed intention of the Project Director to work toward "total library services, especially children's and non-print." Significantly,

> There has been a resistance to this expansion on the part of Advisory Council fearing that libraries will be unable to continue services the public will come to expect if federal funds cease.

The uneasy status of MCCs in their current situation is well summarized in that statement. The moral for all Advisory Councils, and for all trustees, is to work for solid State support.

The surveyor would comment on the general lack of "other" type-of-library cooperation. There is, ipso facto (or willy-nilly) some school library cooperation, since a couple of area public libraries serve as school libraries as well. The surveyor hopes that improvement and enforcement of school library standards will alter this situation. Another very interesting statement on the possibility of closer school/public cooperation was made by a participating librarian well qualified by her own background to comment:

> School libraries could more profitably learn and benefit from cooperation among themselves. This would allow them to build their own strengths. This accomplished, they could hold their own in a network whose primary focus is (or has been) public libraries. Our school libraries are so poor that if they become a part of an ALSO, they would be lost and (lose all incentive for individual improvement).*

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* Somewhat edited in the interest of intertype cooperation!

H. MOLO

The Mideastern Ohio Library Organization (MOLO) includes six counties south of NOLA, east of COIN, and more or less centers around Canton. The major part of the region is hilly and picturesque, with striking contrasts between the long-industrialized heart of Stark County and the underdeveloped (except, perhaps, for strip mining) reaches of the more remote counties. 29% of the area is officially Appalachia. Tourism is an active industry, especially around Atwood Lake, in the Amish and Mennonite areas of Tuscarawas and Holmes Counties, in the historic Ohio settlement of Zoar, Schoenbrunn and Gnadenhutten, and in canal-days restorations in Coshocton.

MOLO is in fact the successor of an earlier LSCA-funded project, AIRS. AIRS, for three years was a four-county cooperative attempt, under the Appalachia rubric, to improve reference service, specifically to business and industry. It served positively (from the point of view of MOLO development) in giving the area a "strong base of materials" and a useful experience in the preparation and evaluation of publicity.* Although the four-county area was too small to continue as a viable MCC, the rapport achieved between the cooperating libraries was a healthful by-product. (A heritage of somewhat mixed value is a supply of annotated lists of films available "through AIRS" still being distributed in at least one area library. If there is a large number of these, and if the contents are still current, it would seem to be worth while to rip off (so-to-speak) the old front matter and staple on a new MOLO-based cover.) Another kind of bridge from the old AIRS activity to the reorganization and enlargement of multi-county cooperation under MOLO was the completion of an area survey, competently prepared by Donald Wright (see SWORL). Subject of the survey were the 17 libraries of five counties, of which 11 participated. (The total number of participating libraries during the present survey was 12, of which 9 responded to the questionnaire.) Mr. Wright's recommendations touch on a number of areas, all valid within the (eventual) ALSO concept.

Progress in MOLO has been slow -- perhaps deliberate is a better word. Directorship is a part-time activity of the librarian of the adminstering library, Louisville. Largest library is Stark County (Canton), whose staff is actively interested in MCC development and Canton's role therein. An Advisory Council meets regularly and is well organized in terms of subcommittee activity; one is reminded of COIN. It is difficult to pinpoint the reason that MOLO is not moving forward more rapidly; some mistrust of the shadow of the resource library may be involved, although such a fear is not explicity expressed. It is more likely a matter of shifting gears into a new multi-county configuration. Strong support from the State Library is urged. Although the former consultant was highly praised by

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* A professional evaluation of the publicity component conducted without dramatic results.

participating librarians and by Mr. Wright, and the present surveyor observed her strong leadership role at an Advisory Council meeting, the existence of MOLO has not been widely advertised or sustained in the Statewide arena. One of the most experienced of the other MCC Project Directors was not aware, as late as September, 1974, that MOLO was an LSCA entity. Every effort should be made to develop a feeling of confidence and pride.

A novel feature of MCC development here has been the "mini-library" concept suggested by Mr. Wright: the development of specialties by several libraries whose collections "have a certain character." They do indeed. The range is from the Amish and Mennonites through the Constitution* to gypsies, circuses and carnivals: to read the list is to want to visit MOLO libraries. The difficulty noted in another MCC is recognized, that non-circulating gems would be of little regional (as opposed to local) value; emphasis is put on the purchase of circulating duplicates (and not sets).

Current planning includes the expansion of AV collections, specifically 8mm films (a circuit exists) and cassettes. Workshops are planned. Another endeavor is to standardize ILL procedures.

A reference network has not really been established. Other types of libraries are not involved, although Mount Union College is in the area, along with some State university branches and some private colleges. School libraries do not participate (although one library is housed in a school building). State institutions, e.g., Massillon State and Indian River School for Boys, have not joined. A respondent remarks that "they have very little to offer us in the way of resources." The surveyor would respond that the sharing might be the other way.

There is considerable satisfaction evidenced in librarians' responses. It would seem that MOLO has a good natural shape and a kind of homogeneity of outlook. The present situation does not seem to be a dynamic, growing one, however. This is probably due not only to the reasons suggested above (the relatively recent reorganization, etc.) but also to the fact that the directorate is the responsibility of a busy head librarian. It is recommended both that consultation to the project be given high priority and that the Advisory Council be encouraged to formulate a more comprehensive plan. There should be a full-time staff, with a director or co-ordinator to be named as soon as possible. Public relations should be stepped up, not only to publicize mini-collections and AV materials, but to increase the pride and knowledge of local staff. One floor person whom the surveyor talked to refused to discuss MOLO, saying that she didn't know anything about it and that the surveyor would have to talk to the head librarian! Reference hotlines should be warmed up. Support should be presently provided for Canton (crowded and understaffed as it is), and future connections with Akron or even Cleveland explored.

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* Louisville is the "Constitution City."

I. OVAL

The history of the Ohio Valley Area libraries as a viable unit goes back to 1967, at least, when trustees and librarians from four southern Ohio counties met to discuss mutual concerns. Joined by two other counties, the group formed OVAL in January, 1969. It now consists of 11 counties in the middle southern border of the State. OVAL has become the first Area Library Service Organization in Ohio, and it has earned its place as a leader in multi-county cooperation.

The area is quite large and, although there are a number of towns, it is sparsely populated. There is a good deal of public land. Ross and Scioto Counties, on the western edge (next to SWORL) are the most populous and by far the best supported for library resources. But even with their contribution, the total library operating expenditures of OVAL were less than 2%, in 1973, of those of the State as a whole. There is a good deal of fight in Southern Ohio. New industry has been attracted to the area, either through direct State efforts or through Appalachian programs. It can be said that an increasing number of people live in OVAL because they want to, rather than because they have to. Still, it is an economically poor area, stringently limited in its resources. Vinton County, using 100% of its intangibles tax, has only $1.01 per capita for its libraries. Meigs County collects $1.20 but spends only 84 cents per person per year. Its total library staff, for a county population of 19,000, is three.

In 1970, the first full-time director for OVAL began work. Subsequently a project office was set up in Wellston. Administration, first of the MCC under LSCA funds, and now of the ALSO, has been earnest and dedicated. Recently, the project was fortunate in having as its interim director a most competent person, its children's consultant, who not only managed the project during an interregnum period but also supervised the preparation of its next year's proposal. A new Director was named after this survey was completed.

There has been especially thoughtful and supportive help from trustees during the years that OVAL has developed. Such backup is important in any of the burgeoning MCC's: in such a sprawling multi-county area as OVAL, it is vital. Not only experienced trustees familiar to the surveyor from their long-time participation in State planning, but also new ones are enthusiastic. A trustee from one of the one-library counties was particularly candid and well-informed about the problems and opportunities the ALSO faces. It is this kind of cooperation which makes plans work.

Programs have been developed gradually, on the basis of long-term plans. Early aims (e.g., 1969) were to upgrade the adult book collections through grants to the libraries, to maintain an area wide PR program, to survey extension services, and to conduct inservice training. Programs to meet these aims or goals were varyingly successful. The extension survey, for example, though faulted by some, did indicate a rather widespread lack of awareness and use.

Improvement of book collections remains a major goal. Grants for book purchases have been augmented, in the last few years, in order to assist all member libraries to meet the information needs of their communities, in other ways. Two member libraries were at first named as resource centers. It was thought that with TWXIL as a backup* these libraries, with two others within OVAL, would suffice for ILL and reference needs. More recently, it has become evident that a major outside resource library should be contracted with; Ohio University, within the area, has been approached. (As indicated in other sections of this report, the surveyor would recommend for eventual consideration a large public library, perhaps Cincinnati. A careful study of delivery options should precede any decision.)

Workshops are part of ongoing programs. Equally important, however, in an area with few trained librarians, has been the availability of consultants on the project staff. Both a childrens' and an adult consultant have made the impact of OVAL services a strong one. Programs -- and implementation -- range from weeding to outreach. Detailed program design has been prepared for each.

A new proposal would add an extension specialist to the OVAL staff. A 1974 extension survey (the second) was under way during the course of this study; it is proposed that data collected, including the impact of a books by mail project, will be evaluated by such a specialist.

Finally, a public relations component has been added to the plans of the ALSO.

OVAL has not been without its problems. A change of management was one, although the project landed on its feet. Partial, rather than full funding of the ALSO, prompted some early misgivings about the relative benefits of cooperative effort.

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* OVAL was a major user built into the original TWXIL experiment.

Reduction of direct state aid was painful. Static in the lines between the State Library and the project has caused trouble and confusion in certain administrative areas, particularly where ALSO rules differ from conventional lines of public library accountability. Trustees on the OVAL Board, used to quasi-social occasions, have had to work long, hard days to clear a crowded agenda.

The OVAL Board sees as the strength of the project such achievements as improved and increased collections, and staff development. Responding libraries (7 of the 12) were more specific: adult services, children's services, public relations, workshops, adult reference and non-fiction, centralized processing*, TWXIL (not, of course, really a part of OVAL), weeding ....

All is not perfect:

> For the first time in many years we are getting a decline in usage. However, some people would say we are getting a better class of clientele.

The reader may interpret this as he wishes, certainly as well as the surveyor can do. In contrast, from other librarians: "OVAL generally has been a plus for us" "I feel we are going forward in raising our level of library service to our community, a situation which would never have been achieved without the OVAL-ALSO." "This program has been a lifesaver, and we hope that it continues." "Cooperative activity has raised the standards of what is offered."

The chief concerns of the respondents have been, first, the use of the intra-system resource libraries, and second, reductions in direct state aid. Observations on the first point have already been made; it was probably a planning mistake to try to use limited funding to build up middle sized libraries to the status of major resource centers. To the second, the surveyor can only join in the general hope that with more complete funding of the ALSO, and especially in view of its plans, its competent consultants and its proven ability to move ahead, the cooperative venture will help to ameliorate that concern. It is certainly a topic for serious trustee consideration and one which should serve as the launching pad for a tough and immediate appeal to the legislature. No amount of cooperation or outside help can compensate for the problems of inadequate funding: overworked staff, worn-out buildings, dismal collections. In this sense, OVAL so far has only begun. Athens, Gallia, Hocking, Jackson, Lawrence, Meigs, Pickaway, Pike, Ross, Scioto, Vinton: Together they have worked and planned hard to give their citizens access to essential public library services.

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* Not mentioned above; a somewhat moot point, according to testimony at a Librarians' Advisory Committee meeting attended. Not all were participating.

J. SOLO

The southeast corner of the State is scenic, historically rich, and, in terms of library support, very poor. It has been left until last in this report because it has for various reasons been slower than the others in seeking recognition as a multi-county cooperative. One would expect to see it round the bend within the next year.

Not far from Marietta, across the Ohio River from West Virginia, is Belpre, where the Belpre Farmer's Library, established in 1796 by Colonel Israel Putnam, was one of the first subscription libraries in the Northwest territory. Marietta is at the southern verge of SOLO, and one of its major libraries. The nine counties involved in current planning border on OVAL to the west, and MOLO to the north. Library service in the area has long been dominated by a State Library Service Center in Caldwell. Like the former center in Napoleon, it has thrown its shadow across independent local library development; unlike its late counterpart, the Caldwell Center has been enabled actively to work toward regional library cooperation.

The main problem hinted at in the discussion of OVAL echoes in any review of the hangups which have slowed SOLO's progress toward MCC status: the need for better support of the local library before regionally-based expansion has any meaning. Contributions in time or money or energy to multi-county cooperation can have only a very low priority when there is no money to buy books or pay staff or fix the roof -- or, most recently, to keep the gas and lights from being turned off. Under such circumstances, as a SOLO librarian writes, "aspects of regionalization lose much of their lustre," particularly for the larger libraries which have relatively heavy obligations and commitments. But there is both resilience and ambition in the hills of southern Ohio, as OVAL has shown and as SOLO will prove.

Area planning for SOLO has produced a weighty "Planning Portfolio" which in many ways could serve as a model for other MCCs. It focuses in turn on natural features, economy -- both general and in specific areas, urban development (of which there is little), population, income and unemployment, health, education, transportation, and parks, recreation and conservation. It is noteworthy because of its frequent reference to various independent studies, such as The Ohio Appalachia Regional Community Study, Ohio Labor Market Information, Ohio Highway Construction Program, 1967-1972, data from the Economic Research Division of the Ohio Department of Development, etc. A wealth of information has been gathered relating in the largest sense to the assessment of needs; it can be faulted only where it tends to slip out of date, but revision and updating of such a rich base will not be hard to accomplish.*

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* It suffers as well from a characteristic evidently endemic in much MCC documentation: many of the memoranda are undated.

The area is a poor one, as has already been implied. The most recent figures from the Ohio Directory of Libraries show a range in per capita library support among the nine participating counties of from 77¢ to $3.07, none even up to half the figure recommended by 1972 OLA Standards. These amounts are distributed to 14 area libraries, proportionately reducing the yield to some (in Harrison, Belmont and Perry). And, to conclude what may seem to be a rather negative overview of area problems, death, retirement, etc. have decimated the ranks of the experienced librarian-planners in SOLO in the last year or two, to an unexpected degree. So much for the bad news, in the current phrase.

Reports late in 1974 from SOLO indicate a renaissance in confidence and thus in activity. The formerly somewhat ambiguous position of the SLO Center in Caldwell has been agreed upon to be one of leadership, as determined by the SOLO group, which meets monthly, and by its Executive Council. The latter "has been assuming an even larger and more direct role in the Regional Library program."

> For example, the film sub-committee establishes film policy and for the past two years has been purchasing all films for the Center. Another positive step taken by the SOLO group has been the establishment of reciproeal borrowing privileges among member libraries.*

Further,

> A reference Network Coordinator has been hired to oversee the development of the SOLO Microfilm Project, and to guide present use of an in-district Wats "Reference Hotline," TWXIL, SLOMAC, and related network functions implemented with the participation of the Librarians Council.

Thus a beginning. Future plans include an expanded area collection, emphasizing such regional needs as area industry, agricultural information, etc.; expanded AV materials (including the film circuit alluded to); expanded bookmobile service; in-service training; and a consultant staff. The last two are especially important in an area where there are very few professional librarians. The surveyor would have some suggestions about the use of a major metropolitan library as a resource center, already familiar to readers of earlier parts of this survey, but they are now premature.

An air of confidence now seems to exist in SOLO, an ambience which promises to develop achievement and to sustain what a respondent perceives as "local consensus" that "rapid progress is being made to vitalize regional development in this part of the State."

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* From a respondent. The latter "positive step" is one, it will be remembered, which has not yet been taken by all longer-established MCCs.

III. RECOMMENDATIONS

A. Recommendations Relating Most Directly to the State Library

A1. The SLO must concentrate on rekindling statewide interest in MCCs. State Library policy is to let the burgeoning organizations develop independently, a praiseworthy motive. But there are several unfortunate results of such a policy. Except for summary reviews in State Library reports and publications, there is very little continuing publicity about current MCC activity. Not only is present enthusiasm somewhat dampened by the situation, but other fires are not kindled. A new ALSO leaflet (late 1974) is only an attractive beginning.

A2. Communication should be improved between the SLO and the project offices, and through the latter to the member libraries. At present, communication is generally random, consisting mainly of answers to questions (sometimes quite a while in coming). The consultants are overburdened, a situation which does not promise to improve very soon. Their formal statements at advisory and other meetings consist typically of an overload of (frequently threatening) information about federal and State funding. There is a shortage of down-to-earth advice and encouragement, which cannot be communicated in brief monthly chats.

> . . . communication within the State Library is poor -- the answers and information we get (from our consultant) are not always the latest! "It would be useful if State Library people were able to say 'yes' or 'no' or even a firm 'maybe' without checking back with Columbus."*

Personal styles of consultants vary a good deal. This is not bad in itself, and in most field situations where they were observed at work, the consultants and their "constituents" seemed to have worked out a comfortable modus operandi. Yet in some cases, the consultants were taking a much more directive role than in others. The surveyor suggested, as a kind of trial balloon, that the consultants might somehow rotate (so to speak) through the State, affording opportunities (1) for the consultants themselves to observe and compare contrasting states of development among the MCCs, and perhaps as a result to discourage successive reinventions of the wheel; and (2) for the benefit of the various Project Directors and consorting groups, who would be able to draw on the varying expertise of specialists in LSCA regulations, children's services, network design, the catalog center and cataloging services, aid to the handicapped and institutionalized, etc.

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* Uncredited quotations are from questionnaires.

Response to the suggestion was varied: a lack of overwhelming enthusiasm on the part of the Project Directors deriving, one would suspect, from a feeling of uneasiness at the prospect of being confronted with a succession of "new" persons unfamiliar with their history, however brief, and their problems. Several did comment favorably on the perceived benefit of drawing on varied subject competence. In an ideally-staffed situation Statewide, some compromise might be arranged whereby the support of a continuously-assigned consultant would be augmented by a series of visits from others, "outsiders."

> A need that could be met informally through the OLA office is one for successful "practicing librarians" to serve as consultants on problems that some of our small member libraries identify. OLA office could be helpful in advising us on people to consult.

Other comments about State Library consultants were scattered and evidently individual. The consensus was that their help was important and beneficial, though necessarily limited in time and (therefore) depth. Only now and then did one get the sense that participation in MCC or ALSO development was, for the consultant, an obligation rather than an opportunity.

The effect of the situation described in the preceding paragraphs has a serious effect on the position of the Project Director. See Section C, especially the quotations from Directors under Recommendation C1.

* * *

A3. Files at the State Library should be usefully organized. This comment does not apply to the LSCA project files per se --these, from application to evaluation for every project year, are admirably complete. However, the surveyor would comment from his examination of the project files that reports by the consultants are not readily available in every place where one might expect them to be found. This rather oblique observation is meant to allow for the possibility that such field reports may exist, in the files of the State Librarian, the Assistant State Librarian for Library Development, or the Planning Development Supervisor. While a Project Director might be briefly glad that few such reports are kept in the LSCA files, he should on second thought regret that it cannot be easy for the State Library Board (or in this sense its deputies) to review his problems or his progress, and to make appropriate recommendations or commendations, as the case may be.

Specifically, the official LSCA files (generally speaking) give little clue to the day-to-day or month-to-month working of the MCCs. Of course, they exist mainly for the purpose of audit. Furthermore,

there is no other index, compilation or tabulation of significant up-to-date information. For instance, when the surveyor was preparing his questionnaire for distribution, one of the consultants, upon request, obliged with a list of participating libraries and librarians. In the course of compiling the list, the consultant discovered that the most recent record of NORWELD was inaccurate, and corrected it. But not until after the questionnaires were mailed was it found that half a dozen SWORL libraries had been omitted, including one of the original member libraries. Unwitting oversights of this sort can and do cause hard feelings.

Similarly, except for those printed in The State Library Review, lists of monies allocated to the several MCCs have not been generally available in any one convenient form to project personnel.

A4. Up-to-date indexes should make informational listings on libraries, librarians, project personnel, funding status, even project descriptions for MCCs and ALSOs instantly available. For example, a question like "How many/which MCCs have children's services?" ought to yield instant useful reply. Another example: "What support has the COIN area had for workshops over the past x years?"

* * *

Reporting lines above the consultant level should be clarified. Project personnel do not relate easily to the upper echelons of State Library authority. Again, the overcommitment of SLO executive staff seems to have been the problem. Acknowledged lines of authority are not apparent -- were not, even earlier in 1974, when the SLO was more fully staffed. The effect of such a situation has been demonstrated in many libraries in Ohio and elsewhere: endruns by any and all concerned directly to top management or the the Board.

A number of recommendations in this report both above and below, indicate the advisability of the following recommendation. A5. A clearly designated desk of central MCC and ALSO authority should be established within the SLO. "Whom should I call when my consultant is out on the road?" Like almost all the other recommendations made in this survey, the one above is relevant to the formulations of new guidelines for the positions of Assistant State Librarian for Library Development and Planning Development Supervisor, as well as (importantly) for consultants.

* * *

Somewhere between the Board and the laboring librarians in MCCs and ALSO development there are other entities, the State Library Advisory groups. These have been involved somewhat unequally in behalf of multi-county development. And their involvement, as indicated in

recommendations A6 and A7 following, has not despite the best efforts in News and Review, been well advertised. One extreme example may be cited from a librarian's response:

> The State Library has failed during the last two years to bring the libraries along as changes have been made to cooperative development requirements. A case in point is local funds.* In the spring of 1973 local funds were requested to be part of the project application as a one time favor to help the State Library over a difficult financial period. This changed in the fall of 1973 to a requirement, without much notice given and little (if any) attempt to have input from libraries. Project directors have been used by the State Library to push their programs on the local cooperative. Little attempt has been made to have input so that the needs of the libraries can be identified and met.
>
> The development of cooperative library systems started as a cooperative effort between the State Library and the libraries of Ohio. I feel that this point has been overlooked at times during the last few years. The basic problem is one of a breakdown in communication. There is a tremendous amount of printed material which is ground out from the State Library to slant thought in a direction which they feel comfortable with. There is and has been little real communication in the development of basic changes in cooperative philosophy in the last few years.

The Advisory Council on Federal Library Programs gave considerable time and thought to the cash contribution question and made a considered recommendation. Certainly the final Board recommendation was not, as the above paragraphs seem to imply, a light or casual decision. But the quoted paragraphs indicate a lack of awareness of these facts.

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* i.e., in-kind and/or cash contributions. --These paragraphs are from a respondent.

A6. The advisory groups * should have clear and definite MCC responsibilities appropriate to their missions. It was reported to the surveyor that the Advisory Committee for Library Outreach Services offered to consult with MCC planners and to support their activities but that the offer was not acted upon. Was that offer passed on? How?

Similarly, the Advisory Council on Federal Library Programs (ACFLP) is, to the knowledge of the surveyor, only dimly aware of its role in MCC and ALSO development. Specific involvement has included extended discussion of the priority for MCCs when the loss of LSCA funds was threatened, and approval of a recommendation to the State Library Board on cash matching requirements for LSCA funds in MCCs, as referred to in the above critique, as well as a review of project evaluations. General involvement -- considerably more important in the long term -- has been consultation with SLO staff in the preparation of guidelines for spending federal funds. These guidelines have in every case favored inter-library cooperation. But their base has been on the theoretical, not the working level.

An extended in-person review of multi-county activity by Project Directors should be prepared for the ACFLP, not only because of the major role of the federal government in present support but also in preparation for later presentations for State support.

Finally, the role, or more accurately, the power of the Advisory Committee for ALSO Review should be more sharply defined and used. At present, its existence seems mainly formal. Some thought might be given to enlarging its membership and therefore its representativeness, thus increasing its effectiveness both to the board and to the libraries of the State. Decisions and recommendations made by this Committee should be immediately forwarded to consultants and to the field. Perhaps more importantly than for other State Library committees (but certainly equally so), the pipeline to OLA and OLTA should be open, so that the administration and committees of those organizations are at once made aware of the outcome of deliberations.

There are questions in the field as to where the crucial decision-making power rests. The decision to make OVAL the first ALSO is a case in point. The low per capita income was evidently the swing factor. But there has been misunderstanding of this reasoning, and some bad feeling lingers as a result of the misunderstanding. These remarks -- without laying out further evidence -- are intended not to reopen the question whether OVAL should indeed have been so designated, but rather to illustrate the importance of full and complete documentation amply supported by appropriate staff, committee, council, professional association or other presumably unbiased reporting.

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* Groups advisory to the State Library, not MCC or ALSO advisory committees or councils.

The surveyor is aware of the logistic difficulties of adding to the time required for meeting and action by these groups: a compromise might be achieved partially by correspondence and mail review. The membership could serve, if well used, to supplement the efforts of SLO staff at every level and to encourage a feeling in the field that the State Library did indeed listen. But in order to achieve this goal, individual members or whole advisory groups must not -- as has occurred in the past -- be confronted with what appears to be a fait accompli.

A7. The State Library should correct the impression that the State Librarian single-handedly makes all important decisions. The role of advisory groups and the authority of the Board should be made clear to all concerned. And internally (within the SLO), the implementation of recommendation A5 will be most useful.

* * *

In some senses the State Library, in its encouragement of MCC development, is competing with itself. This expression is probably too easy to make, and is certainly too cryptic and requires more explanation.

The three major objectives of the OLDP (listed on page 1) bore within themselves the seeds of the problem, a fact that was noted many years ago in the early OLDP workshops. Both network development and the strengthening of the State Library, important as they are, must proceed in coordination with, almost yoked with, ALSO development. Otherwise they may, if they run ahead, prove more immediately attractive than the slower and more tedious mechanism of multi-county cooperation. Examples abound. In the area of network development, TWXIL and SLOMAC have cast a spell which in many parts of the State is, in some vague way, reenforced by the lengthening shadow of OCLC.* While many persons working in libraries do not clearly perceive the interaction between these entities or their interface, to the extent thtat it exists, there has developed in some cases a mixture of awe and envy which invests these electronic systems with a glamor that interlibrary loan certainly lacks.

These services have bolstered the efficiency of the SLO reference and ILL service. Again and again, the surveyor was told that it was "easier" to go the the State Library for these services than to go through the local system. This was not all information from the head librarian: some of the most interesting informants were the "other persons" in small libraries who were there when the librarian wasn't.

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* TWXIL = TWX Interlibrary Loan: SLOMAC = State Library of Ohio Microfilm Automated Catalog: OCLC = Ohio College Library Center. The first two are SLO projects: OCLC, though it has received LSCA funding through the State Library is essentially independent.

The easiest recommendation would be that SLO cut off direct access to its reference and/or ILL service by MCC member libraries, requiring them to use authorized channels.* This action, however, would be drastic and probably unwise or, at the present, at least, premature. A better plan would be the suggestion or requirement that A8. MCCs which include such access in their membership benefits should:

a. have special inservice workshops to alter habits and attitudes of professional and nonprofessional personnel;** and

b. exert pressure through their several Advisory Councils or other appropriate top-level MCC authority to make authorized channels at least as attractive as if not more so than direct lines to the SLO.

Where "authorized" = contract, such pressure will perhaps be easier to exert. It has been suggested elsewhere that all MCCs be included in TWXIL network plans. The original inclusion of OVAL as a test entity in the original TWXIL design worked well for OVAL but did little for the self-esteem of MCCs otherwise.***

* * *

A9. The whole question of paperwork, from top to bottom, needs serious review to the purpose of simplification. Although clerks or their deputies are used to the requirements of State reporting for audit of regular library funds, the extra burden which an administering library assumes when an MCC is formed is not a light one. For example, in-kind contribution reports "...seem to be very cumbersome and time-consuming to compile."

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* "If the State Library expects the m-c networks to succeed, direct access to the Union Catalog must be stopped". -- a Project Director.

** "Inattention to the local librarian who acts as a 'gatekeeper' to the resources of the system can negate all the efforts of the system planners. ' -- Dorothy M. Sinclair, Growth Patterns in Multi-Library Systems for Public Service (Cleveland, 1970), p. 110.

*** See Richard Palmer, TWXIL: TWX Interlibrary Network, ed., with evaluation and comment, by A. J. Goldwyn, (Columbus, 1974), esp. p. 13.

Within the projects, internal and inter-library paperwork could be cleaned up a good deal. Accumulation seems in some cases to exist chiefly for the purpose of justification of present grants and preparations for future ones.

A10. SLO should make an Administrative Assistant regularly available to project offices and member libraries for help and advice, or alternatively, should contract with an outside person to give this support. The savings in time and accuracy would be considerable.

A11. SLO should commission a consultant to study records and reports presently required within the MCCs and to advise Project Directors and Advisory Councils as to their utility, as well as to methods of accelerating the flow of really useful information.

There has been some mention of two regular State Library publications, and they are referred to in later pages. News from the State Library and The State Library Review* are widely distributed and, one assumes, widely filed.** Ohio librarians are generally aware of their value as bulletins of record; still at various MCC meetings the surveyor heard statements like "I tried to find the rule on that in News ... but ..." The index to News is not widely subscribed to or, it is feared, widely consulted. The Review and the Ohio Directory of Libraries are not, by their nature, designed for complete currency.

It is suggested that A12. the SLO launch a new publication oriented directly if not exclusively to MCC/ALSO administrators, participating librarians and trustees. Alternatively, a one or two page supplement on colored paper could be a regular feature of News, devoted to cooperative news and activities. Such a publication could include reprints or abstracts of articles relevant to MCC and ALSO interests appearing in News and Review, as well as in various other publications like Round-Up, a children's services newsletter (also from SLO). In its No. 88 issue, (August, 1974), there were notes on "Children's Services in Multi-County Areas" and "Children's Services in an ALSO." Items from all of these sources as well as others -- legislative newsletters, etc. -- could at least be summarized if not reprinted, their source clearly indicated. A vigorous editorial policy could encourage contributions of news, activities, plans from personnel of the several projects. A cumulative index to the contents of the publication should be carefully prepared as perhaps its most useful feature.

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* the annual report of The State Library of Ohio

** News is not easy to file, appearing as it does on legal-size sheets, monotonously alike in appearance, in spite of the frequent use of photographs.

The role of the State Library Board and staff seems to be the subject of so much comment in this survey that it is perhaps necessary from time to time to reaffirm the surveyor's belief in the generally positive statements made in the opening paragraphs of this report. Almost everything which can be construed as negative in the surveyor's comments can be charged sadly but simply to the shortage of staff in the SLO; almost everything positive, on the other hand, can be credited to the imagination, initiative, and hard work of the administration and consultant staff.

B. Recommendations Relating Most Directly to the Ohio Library Association and the Ohio Trustees Association

As indicated earlier, Statewide interest in MCCs and ALSOs needs rekindling. Because the surveyor feels that OLA/OLTA can and should play a role in this revival, most of the following recommendations are directed to that end.

B1. The Ohio Library Association and Ohio Library Trustee Association should redirect their energies to MCC and ALSO support. No program spot at the Fall 1974 OLA/OLTA Conference spotlighted MCCs. The presentation at the State Board meeting, though adequate per se, was not well-advertised or well-attended. A rather ironic observation might be derived: though The State Library is somewhat ambivalent about "fathering" these organizations, preferring that they develop indigenously, it was only under SLO sponsorship that they were given a platform.

Even more ambivalent is the role of OLA/OLTA itself. The Ohio Library Trustee has been conscientious in reporting MCC work: examples appear in October, 1971 ("Acronyms Spoken Here," a State Library release, in effect: a good job by Claudine Smith); October 1972 (on COIN, by librarian Janet Berg of Marion); January, 1973 ("Better Service for Library Users: The OLDP and ALSO's" again by Mrs. Smith of the State Library Staff); and January, 1974 ("Up-date Ohio Network Development"), possibly also from the State Library, but for its date, rather misleading. NORWELD as an entity, although its first funding began in January, 1974, was not acknowledged.* SOLO was given more independence than it deserved at that time, through use of a multi-purpose map that included "Counties served by State Library field units", giving SOLO and Union and Madison counties apparent network status.**

There has been less coverage in OLA Bulletins. In January, 1971, Lewis Branscomb, then Chairman of the Advisory Council on Federal Library programs, with Joseph Shubert, State Librarian, wrote "Let's Do It Together," in which the grand prospect for multi-county cooperation under the OLDP was sketched. "Putting on AIRS" appeared in October, 1971, describing the short-lived information service in the present MOLO area, written by librarian Norman Wetzel of Dover. In April, 1974, a "Librarians are for People" piece by Claudine Smith (see above) tied MCC and ALSO development into the 1974 Governor's Conference activities.

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* Nor was it, as of October, 1974, shown on the map in the OLA/OLTA office.

** This same map has appeared elsewhere, e.g., The State Library Review 1972-1973. It shows "Target group service projects in operation June, 1973" as well, activities are not clearly related to MCC development.

The attitude of the Executive Director of OLA/OLTA is positive and supportive. Not enough can be said for his strong position during the years of development of the OLDP. Since the first one began, he has taken part in various MCC workshops and programs as well as in regional presentations, and is ready and willing to participate in others.

Yet there seems to be a lack of focus in OLA/OLTA as a whole on the multi-county movement. Partly perhaps this apparent neglect can be traced to elected organizational leadership, which in recent years (particularly in OLA) has been metropolitan. OLA committee and divisional structure, elaborate as it is, does not provide for direct oversight of multi-county development. The Library Development Committee, charged by the OLA President with the up-dating and rewriting of the Ohio Library Development Plan*, does not have the specific responsibility of review, evaluation, or reporting of multi-county work, any more than it does of network or State Library development.

Because the incoming President of the OLA has had close involvement with the development of an MCC and has developed strong feeling about its management and (especially) the relationship between MCC and ALSO organizations and the State Library, this might be an appropriate time for OLA to take a more positive interest in the whole area of interlibrary cooperation.

B2. The OLA should consider setting up a Consultant Panel (see page 6) for service to MCCs and ALSOs. This might begin as a committee charged with ascertaining common needs, and move on to the impanelling of volunteers. Funding of expenses should probably be the responsibility of the MCC or ALSO, but screening, selection and scheduling of individuals on a Statewide basis could be a useful OLA function in support of cooperative activity. See Appendix VII for this and following recommendation.

B3. OLTA should co-sponsor with SLO a series of regional MCC-oriented workshops for trustees. General response from librarians around the state was negative on this point: trustees are too busy, etc. Certainly the experience of the surveyor in series of earlier trustee workshops, would tend to support these comments. "The attitude has varied from benign indulgence to sincere involvement, and occasionally outright suspicion."

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* Another "charge" to the Library Development Committee might be an appropriate launching pad: "The Committee should tie up the loose ends of anything left over from previous years or whatever the Board or Committee may come up with." --OLA in Action, 1974, p. 38. And perhaps the Libraries for the 70's Committee could help, since public relations seems to be its chief responsibility.

Some rather sensible directions for OLTA are implicit in the following response: "Trustees are used to being called on for action and I'm afraid, unless the program calls upon them for action, the exercise (more meetings) will appear to them to be a mockery."

"Action" could well be related to (1) discussion, mutual understanding and the assumption of mutual responsibility, agreement on goals, and recommendations on cost-sharing; (2) specific (not generalized and open-ended) communication with legislators; and even (3) an agreed-upon strategy for working together to involve presently non-participating libraries of every type in regional activity. Many expansions and variations of this agenda are possible and should be carefully weighed.

The second recommendation above -- direct communication with the legislature -- is most urgent. It cannot be strongly enough emphasized that librarians and, especially, (B4) Trustees must work with their State legislators for funding of existing or improved legislation in support of ongoing and future cooperative activities. Counting on federal funds or "leaving it to somebody else" will not work much longer. Trustees as a group more, perhaps, than any other entity involved with Ohio library development, are aware of the implications of federal and State trends. These implications must be carefully pondered. A respondent: "All taxes are collected from local people. The only difference is the distance at which they are imposed. It is all a question of what we want to do together and on what scale." To which the surveyor would add: ". . . and when and how it can feasibly be done." There are other closely related problems, of course.

B5. Metropolitan libraries must be moved from contract to commitment in support of Statewide library support: a herculean task for library leadership in the State, one that must be met.

* * *

The Standards for the Public Libraries of Ohio were produced by a succession of subcommittees of the Library Development Committee of OLA and adopted in 1972, using financial base figures of 1969, now at least six years old. OLA in Action (for 1975) suggests "a statewide workshop ... to help librarians and trustees interpret the standards." It would seem that serious review of the Standards, especially as they have been used to support MCC and ALSO planning regulations and legislation, should have a priority with the Library Development Committee at least as high as their "interpretation" to the field.

B6. The Library Development Committee should designate a subcommittee to meet with Project Directors, member librarians and trustess to discuss the Standards and to recommend whether or not proposed revisions of the Standards might usefully reflect their points of view.

C. Recommendations Relating Most Directly to Multi-County Cooperatives and ALSOs

The speed and vigor with which multi-county organizations developed in Ohio is probably an indication that their time had at last come. That their growth has been healthy, promising a viable maturity, is a tribute to the participating librarians and trustees. It is a tribute too to the careful preparation and planning of OLA, OLTA and The State Library in the late '60's.* In late 1974 a sizeable proportion of Ohio's counties were represented in multi-county activity; eight MCCs were in formal operation with LSCA funding (most of them with full-time Project Directors); a ninth was readying an organization project proposal; and a tenth area, OVAL, had become an ALSO.

There were many successes, but there were problems too. It may seem that this report focuses on these. Some of the responses to interviews and questionnaires were negative because those who responded were grinding axes: one can assume that many or most of the librarians (average=35%) who did not respond to questionnaires were either neutral (indifferent?) or satisfied. Since the surveyor promised not to betray the confidence (whether positive or negative) of the respondents, it should be said here that in the returned questionnaires there are many expressions of real enthusiasm and even gratitude for the existence of the cooperative movement in Ohio.

Comments** and recommendations following, unless qualified specifically, refer to both MCC and ALSO activity and organization.

C1. The role and status of the Project Director needs reconsideration and strengthening. As it has developed, this position is lonely and insecure.

There are several reasons for this situation. First, the circumstances of funding operate negatively on MCC and ALSO recruitment, just as they have done in other (typically LSCA) projects. The year-to-year base does not encourage permanent, career commitment. Fringe benefits are minimal. Turnover of Project Directors in several instances has not contributed to high morale among the group as a whole. Planning on every level should aim at increasing job security and status for project personnel.

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* CF. p. 1, above. For documentation see, inter alia, Sinclair, op. cit., pp. 11-131; Robert H. Donohugh, "The Best Laid Plan: OLDP, ALSO and JSHP" (American Libraries, Nov. 1970, pp. 973-977), in spite of the fact that the literary derivation of the latter title would suggest a gloomy prospect for ultimate success.

** Quotations in this section, unless otherwise indicated, are from Project Directors

Somewhat less obvious is the effect of geographic isolation which is a natural characteristic of some of these jobs. Though in itself not a situation that can be altered, it should be recognized; it can at least be ameliorated by the suggestions made in this section intended to bolster the tangible and intangible dimensions of the job. The cooperatives have been very fortunate to have attracted and -- hopefully -- kept the present incumbents in Project Director positions.

The Project Directors seem not, in general, to find their relationship with the State Library to be a psychologically supportive one. This fact has been alluded to (see especially recommendation A2).

And it is not a universal complaint:

> Currently, the State Library appears to be there if you need advice and/or consultation but otherwise, they have pretty well left (us) alone since I took over. I prefer this type of arrangement. I view my role as devotion to the multi-county area and not to the State Library.

But also appearing are statements like these:

> It is when we get into long range planning, and when we try to get answers as to the future status of our MCC that we feel we get put off.
>
> (Our consultant) tries to answer questions. Unfortunately, there are too many questions which require getting the answer from somebody else!
>
> In my case ..., everything has to be searched out often unbeknownst duplicating previous effort. As in some instances I didn't know what questions should have been asked, I must fault the State Library for not volunteering some guidance.
>
> It was only through the grapevine that we found out a proposal had to be submitted by October 1, 1973 to continue (our MCC) in 1974. We learned about this the third week in September, 1973 ...

Comment has already been directly toward the other end of the information pipeline (or lack of it) referred to, i.e., the role of consultants and SLO staff. Emphasis here is on the effect which this information vacuum has on the atmosphere in the project office: effectively draining it of the information-rich ambience which nourishes loyalty and ambition. Every one of the quotations above must be recognized for what it is: a job-related concern of the Project Directors quoted.

* * *

A related problem is the role of the resource and/or administering libraries. In some of the cooperating areas, there is a dominant individual or group of individuals not only eroding the authority of the Project Director but also appearing to threaten the autonomy of participating libraries. Sometimes this situation has been alluded to by the Project Director; more often it has been underscored by responding librarians. One Project Director was referred to as "unbilical to"* a large library in the area. Elsewhere, administering libraries (at least two) "have made comment to other librarians and trustees that the administering library's board had all the power and it didn't matter what MCC trustees thought." In this case, the Project Director commented, "While true, it's bad public relations." The latter somewhat cynical observation is of course itself an implicit criticism of the status quo.

C2. Roles of the administering libraries should be clearly defined and appropriately reimbursed. To a degree, this is a matter for consideration by the consultant suggested in recommendation A10. The administering library, for example, should so keep its books that a running record of encumbered funds is always available to the project office. Such niceties of cooperation -- which may amount only to a little more openness on the part of the administering clerk-treasurer -- ought to be routine.

But in a more general sense, the fact that a library administers the finances of a project does not mean that it has "all the power." The whole democratic structure of MCC and ALSO administration is intended to guarantee an equal weight and an equal voice to every participating librarian and board.

> Trustees donate considerable time and effort and shouldn't be made to feel like figureheads. This is probably the worst aspect of MCCs.

Sharing of similar problems between Project Directors, as well as wise and experienced guidance from SLO consultants and staff, should be emphasized as routes toward alleviation of such situations as -- or before -- they occur. And changing the administering library is a not impossible option.

But there is another side to the coin: the point of view of the administering library. One administering librarian is understanding:

---

* from a participating librarian

> LSCA Project Directors are in an awkward position -- being neither part of a library staff nor completely independent of the Administering Library (personnel benefits, for instance, and financial control of project funds)

but adds, "As Administering Library, we carry a heavy load of financial accounting and reporting .... It is a serious drain on our time." Another administering librarian: "I would put all such so-called cooperative programs under direct State Library management." Another: "It would be better if no one library had to be designated as grantee."

Some of these comments, the last one particularly, admit of no response. But in general, it would seem that the lack of rapport indicated in these examples could to some extent be alleviated if there were a higher degree of confidence and mutual regard between Administering Library and Project Office as institutions. Again, the uncertain funding of the projects has limited the achievement of this goal. Where the aadministering librarian and/or his or her board are strong regional figures, it is difficult if not impossible for an off-line or "upstart" Project Officer to establish and exert any authority. C3. MCC and ALSO Boards should be strongly supportive of the position of the Project Officer and of the Project Office. And at the same time, reenforcement from the State Library, as suggested in several places earlier, could be more forcefully effected: in the preparation of proposals and applications, where the Administering Library and the Project Officer are working out terms; in the sharing of information with all concerned as soon as it is available; in the prompt arbitration or adjudication of disputes or feeling of unfairness on either side.

* * *

Very similar problems relating to the Resource Libraries call for very similar solutions.

Almost every Resource Library believes that it gives more than it gets. This phrase echoes through all of the responses, in both explicit and implicit form. This statement may surprise some Project Directors who read it, since reimbursement formulas seemed not to be a general concern among that group. Like those with Administering Libraries, relationships with Resource Libraries tend to boil down to a question of personalities and money. Again, arbitration through State Library auspices, support from MCC or ALSO Boards and the preparation of mutually beneficial contracts must be the answer. The Project Officer must be able to act with confidence in his role and power, and to be accepted on his terms. He is not a supplicant to whom some sort of sacrifice is being offered as a token to the OLDP.

A Resource Librarian says:

> I personally feel that (this) resource library is being exploited and is not being reimbursed with sums commensurate with staff time, resources built up over the years, expertise, etc. By extension, the tax payers of (our county) are being exploited.

C4. Guidelines should be worked out and distributed for contracts with Resource Libraries; contracts should be reviewed and approved formally by the Board of the Resource Library: by the Governing Council (or equivalent body) of the MCC or ALSO; by the Project Director; and by a representative of the State Library. The surveyor is aware that contracts made in periods of inflation have not been completely fair to the "sellers"; an arbitrated arrangement such as that suggested above should work against undue hardships and toward continued cooperative effort.

* * *

At least as of the late summer of 1974, there was a rather serious lack of communication between Project Directors. Personal dialog was occasionally sought on a direct basis by one or another of the Directors -- "If you would like to join in a group presentation (on a specified matter of mutual concern) to the State Board next week, let me know at once...." But in the generally unorganized situation (where some of the individuals were in any case satisfied with their lot), such an appeal got only scattered response. The Project Directors were not all aware of the status of multi-county organization across the State: announcements about the 1974 funding of MOLO, for example, had not generally registered. A regularly scheduled series of meetings between Project Directors received praise and apparently accomplished some opening-up of communication: but one of the MCCs was not aware of these meetings until November, 1973, and another was not represented in the fall of 1974.

Open, routine exchange of plans and budgets would be most beneficial, since there is so much variation in both the experience of the several groups and in their relative sophistication in dealing with the funding authority.

> One year we budgeted very little money for workshops, only to learn that other multi-county units had workshops costing as much as $400 each.

The surveyor is not aware of any reason for confidentiality concerning either developmental information (project planning, long-term plans, proposals, etc.), or operational information (grant awards, evaluations,

etc.). C5. Project Directors should distribute among themselves, or tne SLO should distribute to all of them, copies of all major planning and program documents including especially proposals, grants, and evaluations.

Ending (if not completing) the surveyor's comments on the position of Project Director beginning with recommendation C1, a few more suggestions may be in order.

C6. Project Directors must assume the responsibility of improving their role definition, acceptance, and visibility within their own MCCs. Some comments from librarians asked what they think of the present administrative set-up in their own MCC:

> ... we feel there is a need to see that administration does not overshadow service as can happen in any program.
>
> Rather cumbersome.
>
> The director sometimes forgets that participating libraries have all the duties they have had, plus the requirements of the Project. (The director) has only the project and we cannot always be ready for every extra meeting or requirement.
>
> Director not in individual libraries enough to be familiar with problems.

The next is an interesting response directed, presumably, both to the surveyor and to the agency sponsoring this report:

> Leave this up to the local group they know what works best for them (sic).
>
> A suggestion for large areas might be an assistant director. When many counties are under the jurisdiction of one director, it is literally impossible for that individual to be as effective as is sometimes necessary. I am not implying that our director is not doing an effective job because (he/she) is, but sometimes (there are) many miles to cover and (one) has to be on the road for long periods of time ....

This rather extensive series of quotations is given to support the recommendation under discussion. As indicated elsewhere, there was much favorable comment which, given the limitations of intent here, is not quoted. One example of many:

> (MCC) director is a gogetter. Let's keep (the MCC) going for a long long time.

Much if not all of the critical comment could be met, and turned to a more favorable response, by the Project Directors themselves. Specific recommendations include, first, timely scheduled visits to member libraries, perhaps in series with each visit devoted to a theme or subject of inquiry: plans for a specific age group, shut-in service, trustee relations, etc. Second, to be achieved at the same time, Project Directors should themselves restudy the amount of headquarters busywork that they schedule for themselves, with the purpose of releasing time for trips to the field. There is no doubt an implication in these suggestions of improving public relations, and this is as it should be. Nowhere did the surveyor find a suggestion of less than full-time commitment to their work and to their mission by the Directors; the image of this dedication must be projected to their several constituencies.

* * *

The following general remarks apply in varying degrees to a number of the present multi-county organizations.

C7. Vestigial evidence of earlier, formal single county cooperation should be critically evaluated. Where it obscures or conflicts with present MCC missions, it should be discouraged. (In some cases, with modification, it may be put to work for the larger cause.)

One example came from a library respondent who in an evidently sincere and helping mood, explained her MCC acronym: "M-- County Ohio Library Organization (MOLO)." Identification of the county with the MCC in the librarian's perception suggested at least a faulty understanding of what the MCC was all about*, and led the surveyor to wonder how the case for joining the MCC was presented to the local trustees.

Another example of preexisting county activity still throwing a shadow down the years appeared in a little leaflet, copies of which were stacked on the circulation desk of a participating library. "Welcome to the Libraries of X County," it said. Common rules and regulations were listed and (divergent) hours of operation given. There was no reference to the larger cooperative area of which the donor library was now a part. The county line explicit in the leaflet barred mention of a nearby out-of-county cooperating library a good deal larger than any in X County. And most surprisingly, one of the libraries in X county itself had been omitted completely, presumably as a result of some earlier and now inoperative fiat or feud.

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* This example, though real, has been changed to M-- County and MOLO from another part of the State.

Book bags with county labels are still being handed out. A number of references in the questionnaires returned from most of the areas referred admiringly to intra-county activities, and it was often difficult to tell whether the respondent thought of them as MCC-authorized or not. The surveyor would repeat the suggestions made in the opening paragraph of this recommendation.

* * *

What might be called the demographic perception of the several cooperative areas is not uniformly good.

C8. Every effort should be made to characterize the population within each MCC or ALSO in the most explicit way. There is little evidence of discussion with or input from regional planning authorities or any other area, county or municipal agencies who would be able to furnish meaningful data. The results are sometimes startling. One MCC, which includes no large cities but a number of towns from 15,000 to 30,000 in population, describes itself as "51% suburban and 49% rural," using what can be only be perceived as an etymologically defensible but logically weak use of the word "suburban." Since most of the applicants choose not to focus on a single (or any specific) economic, ethnic or racial "target" group, they tend to make no estimate at all of such components of the population as economically disadvantaged,* physically handicapped, migrant, or racial or ethnic minority of any sort. The result is a set of applications, and program, for (in the words of the LSCA application) "General Public of area." This perspective, implicitly leading to the use of cooperative funds and energy to maintain a kind of middle-class status quo, leads to the next comment.

C9. MCC plans and programs are too often aimed only at support for libraries and librarians as they are, not as they should be. The predicted need for a wider base of voter support must be recognized, if no other pressure of social responsibility is effective. Again and again, the respondents' examples of program effectiveness cited only increased or more enthusiastic use by "regulars."

Typical responses to page 2 of the questionnaire ("how user or non-user groups have been affected by cooperative activity") tended to give high ratings to user increase in the various age groups as appropriate to the several MCC's, low ratings to non-users in the same categories. Thus MCC programs were seen to enhance present services to the present clientele, not to create new services or build patronage or use. Many respondents annotated the checklist ("children (or "businessmen" or "functional illiterates") not included in our MCC").

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* with its antique criterion, "less than $3,000."

There was rarely any response to the question, "Which of the low-ranking groups identified above would you 'move up' in priority of emphasis?" In OVAL, remote areas (Books by Mail) got a couple of plugs; in NORWELD, as indicated elsewhere, there was some limited indication of interest in the poor.

It is on the evidence fair, if not complimentary, to say that the attitude of too many responding librarians is passive, unimaginative, non-creative. The importance of presenting MCC activity as an opportunity, not merely a support for present service, cannot be overemphasized. And, to rephrase the above two recommendations for the sake of emphasis,

C 10. Needs assessments must be made strong, sharp, clear and vital.

It is hard to tell to what extent the situation described in the preceding paragraphs has been the result of pressure, either conscious or unconscious, by administering, resource or otherwise regionally powerful librarians. It is hoped that the several suggestions in this report referring to better communications, stronger State-level support, etc., for the Project Directors will lead to more confidence on their part, more independence in the local arena, and more positive planning aimed at broad long-range goals.

* * *

C 11. Every MCC Director and every participating librarian should assess the "other" type of library situation and formulate a plan to involve school, post-secondary and special libraries in mutually beneficial MCC activity.

In most MCCs, there is very little evidence of interest in cooperative activity involving libraries other than public ones. In SWORL, academic and secondary schools (including private) have been and are involved, and some took the trouble to write enthusiastic letters to the surveyor. There is some State institution activity as well, in Lebanon. In WORLDS, Lima State Hospital has been an active participant.

The past interest and presumed future support by the Governor for two-year and vocational post-secondary education would seem to be a warning that public libraries should clearly and definitely enlist the cooperation and support of regional schools, colleges and universities. Such an end can best be gained by offering to them the cooperation and support that a public library network can give. A good example of intertype cooperation not mentioned earlier is that in the INFO (L-M) area, between the MCC and the Lorain County Community College. In any case, the noted establishment and expected viability of these institutions, particularly in the present State environment, wants attention.

Less dramatic but of little less significance is cooperation (of which there is little, beyond contract arrangements), with 4-year academic institutions and special libraries.

The lack of intertype cooperation seems to be mostly due to local interpretation of guidelines and regulations.* But partly it may also be due to a feeling on the part of librarians that "they" (those others) have their own interests and own clientele. A reassessment of this point of view is overdue. Where students live in a community, the public library is theirs as much as it is anyone else's; as community (county, as well as MCC) residents, they should have equal access. More cooperation, even active inquiry into curriculum, on the part of public librarians, is not an impossible task. In one library where the surveyor inquired the way to a local vocational school, the librarian could not give directions. In another, the librarian cited the establishment of a local branch of a State university (its library barely started and certainly underbooked) as an excuse for a drop in her circulation.

C 12. Every MCC should immediately make a complete and detailed comparative study of delivery options available within the area. In some cases this has been done; in others, it has been done only vaguely if at all. Every Director should know how the public mail travels in his MCC: the gathering and distribution points, and the average times involved. Since the Postal Service is not organized on a Statewide basis, it is difficult to get this information centrally. Local inquiry and tests must be conducted. In at least one MCC, hearsay evidence about the lack of any viable alternative to the public mail seem to have been accepted as gospel. On this point, routes, schedules and charges of the United Parcel Service (UPS) should be specifically investigated everywhere. UPS has been effectively used in SWORL, much of whose rural area would seem to be an unlikely territory for private methods of distribution. And in urban areas where outreach consideration of mail delivery and pickup of packages is frustrated by the unwillingness or inability of mail persons to cooperate, alternatives are no less important.

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* See Rule 2. Administration of State Aid, Subsidy and Grant Programs adopted by the State Library Board effective March 31, 1973, esp. section 3.25 (d): "The Plan provides for cooperation with other types of libraries . . ." Overshadowing that reminder, however, is the general impression that transformation to ALSO status will relegate non-public libraries to limbo. For this reason, with exceptions which are noted, they are generally in MCCs given second-class citizenship.

C 13. Every MCC and ALSO should have contract arrangements with a major metropolitan library. This was one of the recommendations of the Blasingame study and it makes as much sense now as it did seven years ago. Particularly when recommendation C12 is implemented, the resource library need not be in the immediate area. The participation of the resource library - if it can, as it should, be made a positive and rewarding contribution to Statewide library development - will lead to a double pay off. Not only will the MCC or ALSO benefit, but the present somewhat grudging attitude of the large libraries will take on a more positive tone. "Working together" for the libraries of the State must be the acknowledged, accepted and well-publicized theme of future Ohio library development. All of the recommendations in this report are aimed at that goal. And all libraries and all librarians must be involved.*

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* See also Recommendation B 5.

Appendix I

Survey Questionnaire

1. Cooperative activities which have improved service to users more effectively are:
   1.
   2.
   3.
   4.
   5.

2. Cooperative activities which have had little or no effect on service to users are:
   1.
   2.
   3.
   4.
   5.

3. Would you therefore alter or abandon any or all of the activities listed under 2?

4. Would you say that cooperative activity has (a) increased satisfaction of regular users or (b) added new users or (c) both? Can you quantify or illustrate your answer by example?

5. Please indicate by number (1=most, 5=least) how user (or non-user) groups have been affected by cooperative activity so far:

Pre-school	Aged
( ) User	( ) User
( ) Non-user	( ) Non-user
Children	Homebound
( ) User	( ) User
( ) Non-user	( ) Non-user
Young Teens	Business and Professional
( ) User	( ) User
( ) Non-user	( ) Non-user
Young Adults	Functional Illiterates
( ) User	( ) User
( ) Non-user	( ) Non-user
Adults	Remote Areas
( ) User	( ) User
( ) Non-user	( ) Non-user
	Handicapped
Others: specify	( ) User
( ) User	( ) Non-user
( ) Non-user	

6. What of the low-ranking groups identified above would you "move up" in priority of emphasis? How?

7. What are the chief changes you would recommend in the rules and regulations (Federal and/or State) for cooperative and ALSO development?

8. What do you think of the present administrative set-up (Project HQ, Director, staff, office, etc)? What changes would you suggest?

9. Given adequate funding, priority should be given in cooperative planning to:
   1.
   2.
   3.
   4.
   5.

10. For my library, trusteee involvement has been: (characterize any way you wish: enthusiastic, indifferent, hostile, etc., with comment.)

11. Would you recommend any kind of trustee workshops or meetings? Comment.

12. To what extent have other types of libraries been involved in cooperation on the community level?

13. Could other types of libraries in your area be productively involved in area-wide cooperation?

14. Problems (which may be unique to my library or not) which I do not see solved by multi-county cooperation are:

15. Any other praise, complaints, suggestions:

Librarian: _____

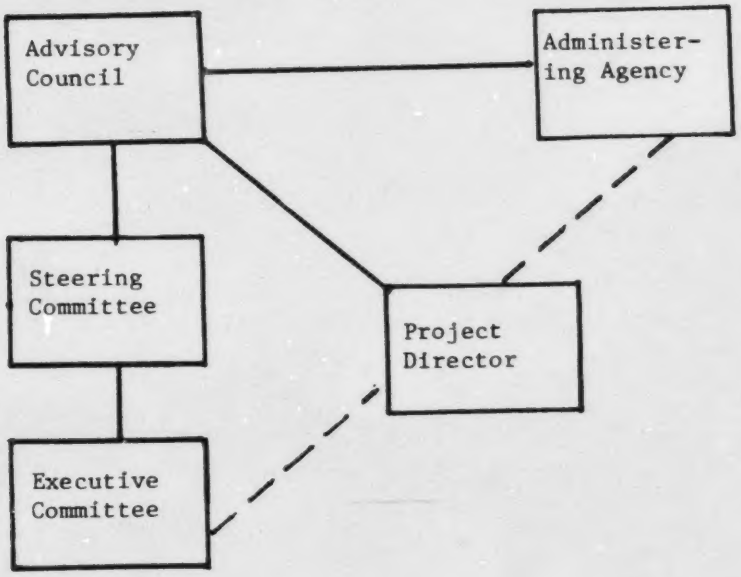
Library: _____

Date: _____

Appendix I

Some organization charts.

A.



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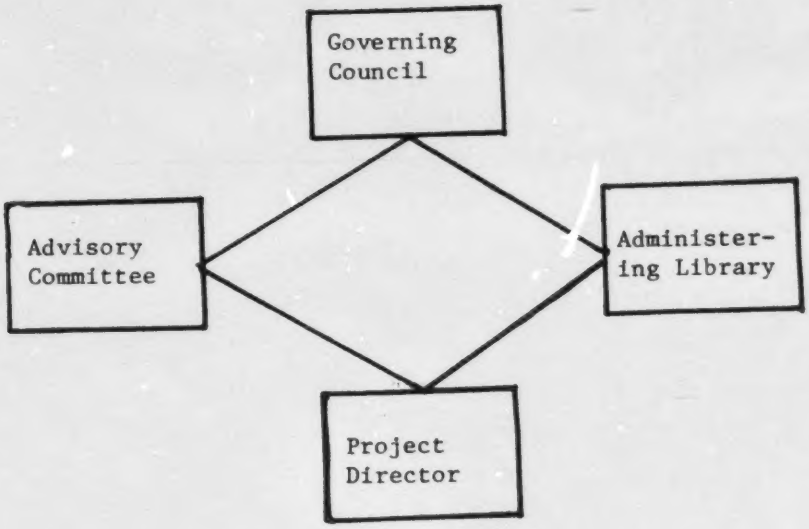

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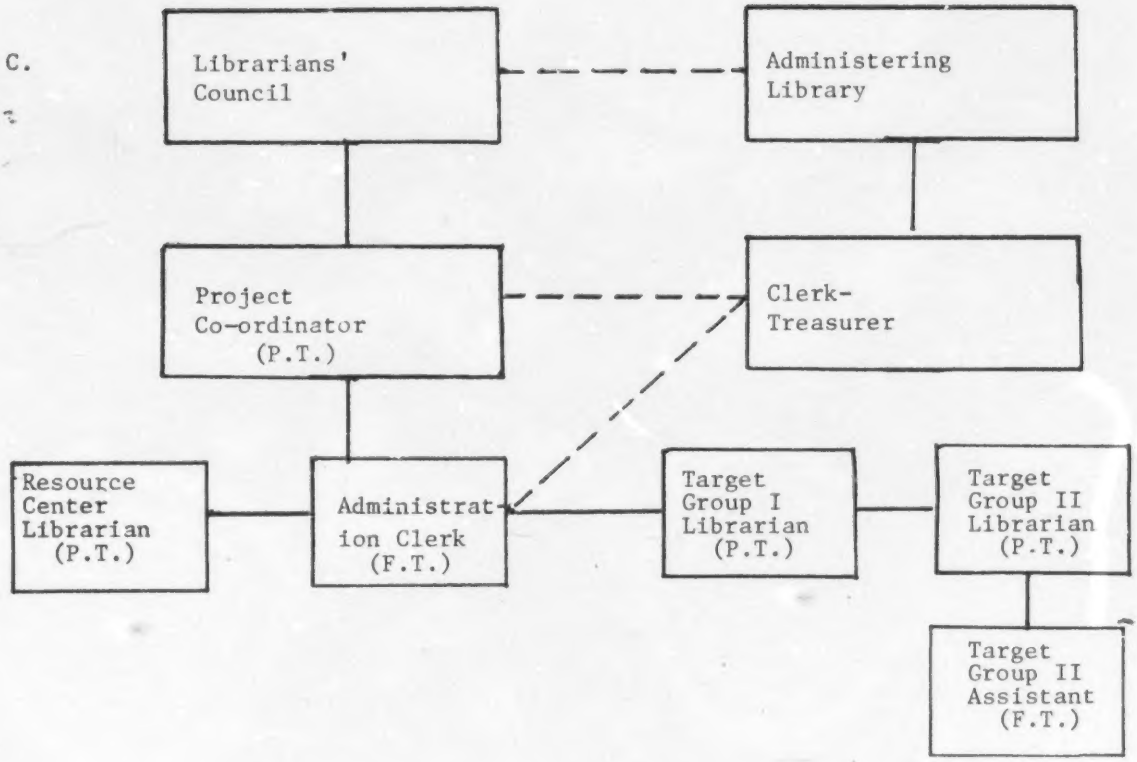

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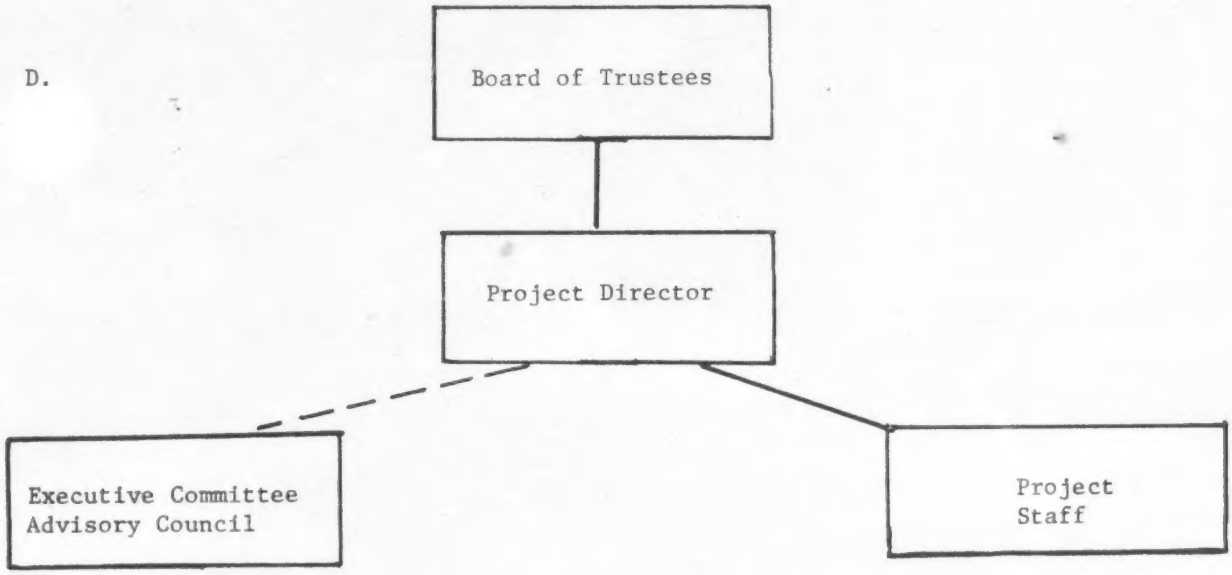

NOTE: of particular interest are the relative roles of the administering library and the Project Director.

MULTICOUNTY COOPERATIVES

as of June 30, 1974

Libraries in 62 counties are members of multicounty cooperatives through which they formally share resources. Each participating library pays part of the cost of the cooperative, and LSCA grants underwrite the major share.

COIN (Central Ohio Information Network) — 14 libraries in 8 counties: Ashland, Crawford, Knox, Marion, Morrow, Richland, Wayne and Wyandot. Reference information shared through four resource libraries and the assistance of COIN Project Director's Office in Mansfield.

INFO (Lorain and Medina) — 8 libraries in Lorain and Medina counties. Improvement of reference collections and staff skills.

MILO (Miami Valley Library Organization) — 13 libraries in 7 counties: Clark, Champaign, Darke, Greene, Miami, Montgomery, and Preble. Includes credit call set-up for reference services from Dayton Public Library and periodical copying services.

MOLO (Mideastern Ohio Library organization) — 12 libraries in 6 counties: Carroll, Coshocton, Harrison, Holmes, Stark, and Tuscarawas. Librarians and trustees are basing development plans on a 1973 survey.

NOLA (Northeastern Ohio Library Association) — 24 libraries in 5 counties: Ashtabula, Columbiana, Geauga, Mahoning and Trumbull. Reference, interlibrary loan, photocopying, and staff development services.

NORWELD (Northwestern Library District) — 29 libraries in 11 counties: Defiance, Erie, Fulton, Hancock, Henry, Huron, Ottawa, Paulding, Sandusky, Seneca, and Wood. Provides reference service, interlibrary loan, and photocopy service from the Toledo-Lucas County Public Library; workshops for area staff; and an 8MM film circuit.

SOLO (Southeastern Ohio Library Organization) — 13 libraries in 9 counties: Belmont, Guernsey, Harrison, Monroe, Morgan, Muskingum, Noble, Perry, and Washington. The State Library Regional Service Center at Caldwell serves as a vehicle for interlibrary cooperation in this area.

SWORL (Southwestern Ohio Rural Libraries Council) — 12 libraries in 7 counties: Adams, Brown, Clermont, Clinton, Fayette, Highland, and Warren. Creation of a SWORL office in 1968 has enabled these libraries to develop a variety of programs to extend services and improve collections. A contract with the Cincinnati public library provides reference, backstop and training assistance.

WORLDS (Western Ohio Regional Library Development System) — 14 libraries in 8 counties: Allen, Auglaize, Hardin, Logan, Mercer, Putnam, Shelby, and Van Wert. Collection development and staff training programs are provided with the help of a half-time director.

OVAL (Ohio Valley Area Libraries) is an Area Library Service Organization organized under Sec. 3375.70 of the Ohio Revised Code and is supported by state funds. 12 libraries in 11 counties: Athens, Gallia, Hocking, Jackson, Lawrence, Meigs, Pickaway, Pike, Ross, Scioto, and Vinton.

---from a memorandum submitted by the State Librarian to the House and Senate Finance Committees, February 18, 1975. Printed sections appeared in *The State Library Review*, 1973-1974.

Appendix III

Summary of Grants and Expenditures for Multicounty Cooperatives

Fiscal Years 1970 - 1974

Multicounty Cooperative	FY 1970	FY 1971	FY 1972	FY 1973	FY 1974	TOTAL
COIN	$	$ 39,833	$	$ 33,781	$ 40,425	$114,039
INFO			36,800	9,525	28,148	74,473
MILO		29,000		26,522	35,685	91,207
MOLO[a]		63,630	61,766		39,000	164,396
NOLA			62,672	25,742	69,494	157,908
NORWELD[b]		29,000	27,000	18,423	51,178	125,601
OVAL	61,045	59,000	84,985	90,608	278,732	574,370
SOLO[c]	140,325	127,560	149,823	130,133	158,783	706,624
SWORL	11,242	80,873	93,000	71,698	84,760	341,573
WORLDS			45,445	9,978	37 005	92,428
TOTALS	$212,612	$428,896	$561,491	$416,410	$823,210	$2,442,619

[a]MOLO includes AIRS grants in FY 1971 and 1972.

[b]NORWELD includes WELD grants in FY 1971 and 1973 and NW/S grant in FY 1972.

[c]SOLO includes federal and state expenditures (exclusive of contract revenue) for operation of the Southeastern Ohio Regional Center.

Table prepared at The State Library, March 1975.

Appendix IV

Profile of Proposed Services in Multicounty Cooperatives, 1975

	COIN	INFO	MILO	NOLA	NORWELD	OVAL	SOLO/SEO	SWCRL	WORLDS
AUDIO-VISUAL MATERIALS & PROGRAM AID	•	•			•		•		•
BOOK COLLECTION DEVELOPMENT	•	•	•	•		•		•	•
BOOK SELECTION AID						•	•	•	
BOOKMOBILE OPERATION							•		
TOLL FREE TELEPHONE LINE	•	•	•	•	•	•	•	•	
CENTRALIZED BOOK PURCHASING		•				•	•		
CONSULTANT SERVICE						•	•	•	
DELIVERY SERVICE	•	•						•	
INTERLIBRARY LOAN	•	•	•	•	•	•	•	•	•
REFERENCE SERVICE		•	•	•	•	•	•	•	•
PHOTOCOPYING		•		•	•	•	•	•	•
PROVISION OF CATALOGING/GRANT PUB. BOOKS						•		•	
OTHER CATALOGING SERVICE						•		•	
WORKSHOPS & STAFF DEVELOPMENT	•	•	•	•	•	•	•	•	•
PUBLIC RELATIONS DEVELOPMENT	•	•	•	•	•	•	•	•	•
DEVELOPMENT OF CENTRAL OFFICE	•			•	•	•			•
DEVELOPMENT OF SPECIALIZED COLL.	•							•	

Table prepared at The State Library, March 1975.

Appendix V

Multicounty Cooperatives Budgets as Proposed to the State Library Board, 1974

PROPOSED BUDGET 1974	ADMINISTRATIVE & PROGRAM STAFF SALARIES & OFFICE	LIBRARY MATERIAL GRANTS	CONTRACTS FOR REFERENCE & ILL. LOAN	CONTRACTS FOR PROCESSING	WORKSHOPS & STAFF DEVELOPMENT	OTHER	PUBLIC RELATIONS	AUDIO-VISUAL MATERIALS	SPECIAL SERVICES	TOTAL	LSCA GRANTS	LOCAL MATCHING
COIN	$ 28,685	$ 94,500			$ 300	$13,025		$ 250	$ 145	$134,905	$ 40,425	$ 94,480
INFO	18,914	26,553		$ 402	709	9,718				56,296	28,148	28,148
MILO	3,458	75,069	$39,026		40	320				117,913	35,685	82,228
NOLA	31,691	95,377	13,136		1,600	7,395	$2,300		200	151,699	69,494	82,205
NORWELD	64,118		25,200		2,675	5,623		4,500	500	102,636	51,178	51,458
SOLO												
SWORL	32,210	80,950	16,506	12,000	3,495	12,661	200	950	7,998	166,970	83,485	83,485
WORLDS	41,730	19,319	2,700		2,000	9,473	100		600	75,922	37,005	38,918
TOTAL	$218,806	$391,768	$96,588	$12,402	$10,819	$56,215	$2,600	$9,443	$9,443	$806,341	$345,420	$460,922

NOTE: Figures include Federal, In-kind, and local cash

THE STATE LIBRARY OF OHIO
February 28, 1975

Appendix VI

Summary of Expenditures Proposed by OVAL, 1973-1975

1973

1.	Collection development	$20,390
2.	Adult services development	7,667
3.	Alleviating special problems	20,720
4.	Public information program	2,810
5.	Access to major resources	9,646
6.	Staff development	1,810
7.	Administration and planning	28,057
		$91,100

1974

1.	Adult services development	$ 61,311
2.	Children's services development	39,958
3.	Staff development	3,015
4.	Public information	6,020
5.	Alleviating special problems	22,000
6.	Extension development	72,888*
7.	Administration and planning	73,540
		$278,732

*including $58,438 book by mail

1975

1.	Adult services development	$ 80,293
2.	Children's services development	59,152
3.	Staff development	2,535
4.	Public information	4,600
5.	Extension development	96,988*
6.	Alleviating special problems	36,840
7.	Administration and planning	88,235
		$368,643

*including an estimated $64,364 for books by mail

Apendix VIII

From Rules and Regulations of the
OLA/OLTA Joint Governing Board

PREAMBLE

In order to create a vehicle by which the Ohio Library Association and the Ohio Library Trustees Association can effectively execute their functions, a joint executive office and controlling board is hereby established. It shall be the purpose of this office to advance total library development in the State of Ohio, the education of members of both groups, the interpretation of library needs to the general public and legislative bodies, to support the programs, functions and operations of the State Library, and to render to individual libraries, librarians and trustees important services which do not conflict with the functions of the State Library.

Functions of Office - In general the office will provide services which will promote the development of libraries, assist librarians and trustees in the performance of their functions, and will interpret library services and needs to the public in general. Any services which are properly the function or which duplicate those performed by the State Library shall be performed only at the request of or in cooperation with the State Library. Specifically such services shall include:

C. Provide support for State Library functions

Ohio Library Association/Ohio Library Trustees Association Handbook. Ohio Library Foundation, 1968. p. 56.